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ABSTRACT

The papers presented at a workshop on local documents sponsored by the Illinois State Library and the Illinois Library Association are published in this issue of "Illinois Libraries". The local documents under consideration are the publications of local governmental agencies and their subunits and any other items appropriate to a local history collection. The papers discuss the reasons for collecting such documents; the need for freedom of information at the local level; interlibrary cooperation with reference to local documents; and the location, acquisition, processing, and use of the documents within a library. The results of a questionnaire study of local documents in Illinois libraries are presented in tabular form. A 15-item bibliography and a directory of municipal reference libraries and state and federal depository libraries in Illinois are included. (PF)

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special guest editor, candace morgan

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preface

This issue contains the papers presented at a Workshop on Local Documents sponsored by the Illinois State Library and the Illinois Library Association on December 13, 1974 in Chicago. The planning committee for the workshop consisted of Beth Hamilton, Illinois Regional Library Council; Mary Jane Hilburger, Chicago Municipal Reference Library; Joyce Johnson, Peoria Public Library; Yuri Nakata, University of Illinois at Chicago Circle and Candy Morgan, Illinois State Library.

The purpose of the workshop was to provide a general introduction to local documents and to encourage local libraries to take the responsibility for collecting and servicing them. In an attempt to determine which libraries do collect local documents a questionnaire was prepared and sent out. The results of the questionnaire were presented as part of the program by Yuri Nakata and are included in this issue.

For use with the questionnaire and in the planning of the workshop the committee considered local documents to be the publications of local governmental agencies and their subunits. Local governments were defined to include municipalities, counties, townships, villages, special districts, etc. At this point we were not expecting to include local history. However, when several of the speeches were received in advance and comments were collected from questionnaires it became apparent that many librarians in Illinois feel that a local document collection is a local history collection. The papers presented by Ruth Gregory and Mary Radmacher illustrate this point of view. Because of the obvious interest which many people have in local history, the committee made no attempt to alter the course of events. We felt that collection of local documents as we defined it and the collection of local history need not be mutually exclusive. In fact we hoped that as a result of the workshop libraries which have already established local history collections will see the value of developing a collection of local government documents and vice versa.

The program was organized as follows. Morning speakers were Mary Radmacher, Alice Ihrig, Yuri Nakata, and Mary Jane Hilburger. J. Terrance Brunner was the luncheon speaker. Afternoon speakers were Ruth Gregory, Ann Waidelich, Bill DeJohn, and Beth Mueller. Finally, all of the speakers, including Bill Hood, a representative from the Better Government Association, formed a panel for discussion of some of the points which had been raised during the day and to answer questions. The discussion and questions and answers are summarized.

This issue also includes a directory of federal and state document depositories in Illinois by system and a list of depositories for international publications in Illinois.

Candace Morgan
Chairperson
Local Documents Workshop
Planning Committee

what is a local document? why should libraries collect them?

mary radmacher
librarian
skokie public library
skokie, illinois

Plans for observing our nation's bicentennial anniversary in 1976 will surely generate enthusiasm for expanding public library local history collections. What more appropriate time or what greater impetus could we find than this 200th anniversary to stimulate an awareness in the general public of librarians' constant concern for gathering such material.

What is a local document? For our purposes today, let us define this as any printed material: books, pamphlets, serial publications (reports, minutes, budgets, ordinances, proceedings, etc., statistical and/or narrative) for and about a specific locale and by and about the residents of this locale. Maps, broadsides, and manuscripts are also included. The term "local" can be defined as any municipality (city, village, town, township, or county) and/or state. Local documents, then, are the nucleus of the local history collection.

Is there anyone in this audience who is not convinced that a library should collect local documents? Your presence at this workshop would indicate to me your acceptance of the importance of such a collection and since I feel so strongly the necessity of acquiring every conceivable local document, I will try to support this premise.

Professional literature abounds with references to such collections with an apparent assumption of a previous determination to amass such materials. A determination of the library's objectives is the most important fundamental in the materials selection process. Wisdom and judgment exercised on this level will influence and decide what the collection will contain in the future.

Historical references to collecting local history as mentioned by Mary Duncan Carter and Wallace Bonk include such statements as:

> Buy, or better, beg all books or pamphlets relating to your town or written by townspeople. Secure church and town reports, club programs, etc. Build up a little local history collection no matter how small your library. Said by Corinne Bacon in an article she wrote in the October 1907 *New York Libraries*.

> In 1920 John Cotton Dana in *A Library Primer* said: "Local interest should be fostered by buying freely books on local history and books by local authors."

> Francis K. W. Drury in his *Book Selection* published in 1930 said, "Develop the local history collection; the items will be sought for in the library if anywhere in the world."

> More recently, 1950, Helen Haines in her *Living With Books* said: "Make your collection of local history as extensive and useful as possible."[1]

These statements are broad and general, but in a sense they all say the same thing; and all are made by recognized authorities in our profession, one as far back as 1907.

In addition to the recommendation from the preceding quotations which makes it expedient for libraries to collect local documents, the law states that government papers should be public property. Since librarians have the know-how to organize printed materials and since the public library is the cultural and educational center in the community, doesn't it follow that libraries are the natural setting for the collection! And, too, the library is *the* place where anyone not attending school can go for information. Libraries must lead in collecting local history print materials as differentiated from the non-print museum type items: guns, pottery, uniforms, etc. A collection of local history helps build community identity.

Now that we have assumed the inclusion of local documents is an integral part of any public library's basic collection, let us consider what to select.

Whenever selection of materials is discussed, criteria for their selection must be considered. Some authorities will tell you to collect everything available. This is certainly true for all records, annual reports, budgets, etc., for each and every municipal agency, and for annual reports and histories of churches and synagogues, within your community, and for certain municipal government agencies surrounding your

1. Mary Duncan Carter and Wallace John Bonk. *Building Library Collections*. 3d ed., Metuchen, N.J., Scarecrow Press, c1969, pp. 37, 39.

community, as well as for manuscripts or publications of local authors.

Other criteria include availability of other existing collections (historical societies, etc.) within the immediate vicinity, reliability of work, and to some extent scholarship. Get everything that your city or village publishes but be selective on documents outside your area — you can't buy everything — neither can you house it.

Where and how do you begin to collect — to get — everything your municipal government has or publishes? First of all, establish a rapport with the community officials — sometimes by letter or sometimes by a personal visit — then, perhaps a telephone call will suffice to place a specific order. In all probability the documents will not be forthcoming automatically but will require the constant and repeated request for them as they are published. Such publications, reports, etc., are frequently in short supply so it may become necessary to borrow a copy and photocopy it.

Even though the cost to purchase such items is less than for almost any other category of printed materials, the cost to catalog (often original cataloging will be necessary) and to process may well exceed the cost to catalog and process most other library materials. Municipal documents are a priority item in local history collections, so the obligation to collect must outweigh the cost consideration. You will be well repaid for your continued efforts.

A list of desiderata on a specific locale, especially out-of-print items, checked against the Newberry Library holdings, may reveal their availability and enable a library to secure photocopies of them. These can then be bound, cataloged, and classified.

A few points in regards to processing should be mentioned.

(1) In spite of the importance of adhering to standard cataloging practices for all library materials, some additional detailed indexing or analyzing done within the local history department may prove to be useful and time saving.

(2) A cataloged, pamphlet-bound piece is usually more quickly retrieved than a subject classified pamphlet filed alphabetically in the vertical file.

(3) An identifying symbol used as a prefix to the classification number (Dewey or Library of Congress) simplifies shelving in keeping the local history as a separate collection.

In order to provide really excellent service, a broad range of materials must be included. Primary resources will be limited, so secondary works selected for their reliability and authenticity will comprise the bulk of the public library's local history collection. An important factor in the acquisition process is to make known to those having available materials your library's interest in and need to obtain them.

Keep your local documents as a collection — designate one place for local history materials. If you have a branch library system keep your local history collection in the main library. A large branch system may have duplication of some materials in certain branches. In order to preserve the local history collection it should be treated as a reference collection (for use within the library). However, certain documents need to be circulated, so should be duplicated in the library's other collections and processed accordingly. Local interest in reading reports of studies commissioned by municipal agencies creates the demand for the library to make copies available for circulation in addition to its responsibility for preservation of the material.

It is indeed enlightening but most disconcerting to read Mike Shannon's article on local history records in a 1972 issue of *R Q*. He quotes from the New York Mayor's Task Force on Municipal Archives in 1967 stating that early seventeenth and eighteenth century records have already been destroyed and that "apathy and imprudent retention practices have resulted in the destruction or loss of the greater bulk of records of the nineteenth century . . . the Task Force pointed out that it is already almost impossible to do a comprehensive study of crime patterns on nineteenth century New York because the City's Police Department has a policy of destroying most records more than fifty years old."[2]

Could we have had the great cultural histories known to us today without the ability of those historians to rely on the locally kept manuscripts? Victor Hicken tells us: ". . . that the writer of American social and cultural history is merely placing local events and personalities into a larger pattern. Without local history — that is, well researched local history — the larger pattern could never be completed."[3]

A good example is the case of William Herndon, Lincoln's law partner and later biographer. Herndon's mission in life was to preserve Lincoln for posterity and immediately after the President's death Herndon covered the area Lincoln had traveled, col-

2 Mike Shannon "Local Historical Records — Out of Chaos, Comes Order." *R Q*. 12:44, Fall 1972.

3 Victor Hicken "The Continuing Significance of Local History." *Library Trends*. 13:154, October 1964.

lecting reminiscences from those who had known Lincoln personally. Herndon's biography of Lincoln did not appear until many years after his death but Herndon shared much of the material he had gathered (considered to be some of the best on Lincoln's boyhood) with other Lincoln biographers.

Hubert Howe Bancroft bookseller, publisher, historian, and editor opened his own publishing firm in San Francisco in 1858. With the aid of numerous assistants he gathered important materials on the West and wrote many volumes covering the whole Pacific coast area. Future historians relied heavily on these sources. Frederick Jackson Turner's influential studies of the advancing frontier may never have been possible without Bancroft's documents.

There has been so much dependence and interdependence on recording American's past. Our colonial heritage has been partially preserved by Captain John Smith, William Bradford, and Cotton Mather. In the mid-nineteenth century New England gave birth to William Hickling Prescott and Francis Parkman, notable for the grace and imagination of their style and for well researched and documented histories. Locally, we are familiar with C. W. Alvord's and Theodore C. Pease's scholarly efforts in researching and compiling history of Illinois.

The Civil War had a great impact on local history. Some factors contributing to this impact were local pride in the patriotism and/or success of the volunteers and of the regiments; emotional tensions within and among families in addition to the tensions created by the national conflict; and the state of development at that time of the newspapers and small presses. Biographies of leaders, reminiscences, and regimental histories were published profusely. As would be expected from this deluge of print some was more inspired than accurate, though some remains extremely valuable to historians and novelists.

Another popular and profitable publishing venture was the publication of local histories frequently known as "mug books." While their literary merit may be questioned their value to local history collections, specifically to public libraries, can not be. They include introductory chapters on the history and geography of the county (and in some cases early development of the state) and photographs and biographical sketches of locally prominent personalities and early settlers of the region. Every family, sufficiently affluent, owned one of these ponderous and pretentious volumes. Despite their large size and sturdy binding many have disappeared, but the remaining volumes continue to have value and are still used by historians, attorneys, writers, and students.

We have nothing comparable to this today. However, the emergence of bicentennial commissions throughout the nation is likely to revitalize an awareness of the current state of neglect of recording much of the twentieth century history and culture. True, taping and microfilming are playing an important role in preservation, but it is constantly incumbent upon librarians to collect all available printed records which add to information on sociological and cultural aspects of their communities.

Fortunately some libraries are making a concerted effort to amass World War II records. Records of the Civil Rights movement need to be preserved. It will be history some day. Documents on current issues are perhaps fewer in number because of other means of communication. Possibly radio and television have stifled the publication of some modern historical records. Historical records are a priceless heritage that must be preserved for future generations. Librarians need cooperation and assistance from all Americans in fulfilling this obligation to pass on our national heritage. The bicentennial is an opportunity to promote this.

During a question and answer period Miss Radmacher made the following points:

1. Skokie Public Library catalogs and classifies all of their local materials. They are much easier to retrieve this way. Pamphlets which are too small to stand on the shelf alone are bound. An identifying symbol of Ill is used on all materials of local interest.

2. Materials in the local history collection are for reference use only. Any duplicate copies go into the circulating collection.

3. They index the obituary sections from local newspapers.

the structure of local government in illinois

mrs. alice b. ihrig
president
illinois library association

How one describes the structure of local government in Illinois depends on the vantage point. Most citizens have vague recall of a course in "civics" or "social studies" or "political science" required in elementary and secondary school. The amount of recall depends upon the calibre of the teacher's performance, the student's need to pass the course and the presence or absence of activities, at home or at school, where the information was useful. Most of us will admit that such required studies were of little interest to us for many reasons — not the least our teen-age evaluation of what was interesting. Few among us count that academic exposure as a contribution to our later concern for governmental affairs. (And if this sounds like a plea for better teaching of the subject, it is.)

Having largely missed the opportunity to interest students in forms of government, society compels participation through a series of encounters: the home buyer settles a tax bill; the voter registers; the PTA joiner learns about bond issues; the home improver finds out about fence permits; the parent may be called by the police; the irate resident with a snow-blocked drive encounters bureaucracy. But few of these incidents blossom into any serious study of government, and the election process itself inhibits the discussion of issues with its emphasis on personality.

The general outcome is a race of voters who are supposed to make good decisions but who lack the motivation and often the opportunity to become knowledgeable about the structures of government on which action, progress, and the course of history depend.

But some of us ought to understand government, and information specialists like you are top candidates to be among the few citizens with knowledge of how government works and, more importantly, how it can be made to work.

So we begin today by recognizing that understanding basic government structure is important — to you as having a role in government, to library users who may not know enough to prevent what they do not want, to youth with its potential for significant change if unhampered by the closed doors and rocky paths so often set by those "in-the-know" who like it that way.

Studying structure of government is not the most glamorous job you could select. But it becomes more exciting as you recognize that what fits into a chart on paper may be the farthest from its true location in the real scheme of things. Obscure offices have all kinds of hidden influence; prominent positions may be mere facades.

I am trying to warn you that the facts do not always add up, that structure builds, collapses, and sways according to the strength of the persons who hold office and the pressures applied by politics, business, voting blocks, special interest groups, and the passage of time.

What is good in Illinois is that the structure of local government has had a recent review which struck at some of its deficiencies and altered its capacity to function effectively. That review was the Illinois Constitutional Convention of 1970, and the major alteration was a shift to home rule. This change, on which I will touch at several points, has the potential for much improvement in local government and a potential for mischief in the wrong hands.

Briefly, local government in Illinois and most states has been the creature of the state legislature. The legislature determined what communities were permitted to do, and these assigned functions and powers could be pulled back at any moment.

The general effect was to crowd legislative calendars with essentially local matters, keep upstart communities with ideas from straying too far from the conventional mold and inhibit the development of strong, competent, and innovative local governments in our counties and municipalities.

I doubt that the Illinois General Assembly would ever have conferred home rule through legislation; it took the general revision of the Illinois Constitution to accomplish this reform.

Let us begin, then, with the Constitutional provisions for local government in Illinois. (And it is interesting to remember that until the Constitution of 1970, there was no local government article in the

Illinois Constitution.)

The 1970 Constitution distinguishes between *municipalities* (cities, villages, and incorporated towns) and *units of local government* (counties, municipalities, townships, special districts, and units exercising limited governmental powers, but not including school districts). This permits municipalities, generally regarded as the closest thing to local government, to be treated separately as desired.

Delegates to the Constitutional Convention were generally more willing to give home rule to municipalities than to the broader units, feeling that the government which can be watched most easily and influenced by local vote can handle the responsibility of home rule. This point is, I think, debatable in view of the miserable performance of a number of municipalities, but the principle is a sound one: close to home we should be more concerned and more willing to participate.

The omission of school districts from the list of local governmental units was deliberate, and the Constitution has a separate article on education which clearly holds the state responsible for a large share of the responsibility for "an efficient system of high quality public educational institutions and services."

As librarians, you cannot regard school districts as outside of local government, and they are and should be working partners with you in development of libraries and in the special effort to preserve local documents which we discuss today.

But let us look first at the other entities of local government in Illinois.

Counties are the basic geographical local government in Illinois. They are not the strongest. They developed as copycat units of government, brought to Illinois from the East with the settlers who had found them generally useful in the days of rural life and few people. In the Northern portions of the state, counties were fragmented with townships copied, though distorted, from the New England structure; in Southern Illinois most counties had no townships. The weakness of counties lies in two factors: where settlement was light, they had little to do, and where settlement became heavy, villages and cities could do it better. To this day Illinois counties struggle for recognition and do not have the strength and functions assigned to them in newer states; for example, in California.

Even Cook County, with marvelous opportunities for leadership in coping with area-wide problems, has never been regarded as the strong leader among governments.

However, all counties do elect members of county boards, and new laws mandate one-man, one-vote election methods which are changing the source of representation on these boards. To date, no county has elected to become a home rule county, and only Cook County has this status automatically. It is the hope of many students of government that counties will come alive and become the area-wide service agencies which are much needed in many areas of the state.

In township counties, part of the weakness of the county can be ascribed to the more local level provided by townships. In counties where much of the territory is incorporated into municipalities, townships suffer from overlap and a diminishing list of functions exclusively theirs. The General Assembly has been urging small population townships to merge or at least cooperate where required functions cannot be adequately supported from the financial base available.

You are all most familiar with the municipality — a city, a village, or an incorporated town. And if you came to Illinois from elsewhere, you probably wondered why a "city" like Oak Park should be called a village, while tiny "towns" were cities. These words were conveniences to describe forms of government permitted by the General Assembly. Over the years, communities wishing to incorporate could do so by meeting certain criteria as to size, for example, and opted for a style of government labeled by law rather than traditional terms. Along with the label went the structure of government: a strong mayor system, a manager system, commission form, and so on.

The only way to find out why your community is a village or a city is to research the history of its organization, something you are surely planning as one step in the acquisition and preservation of documents. Suffice it is to say that choices were limited at a given moment, and communities made that choice with little regard or anticipation for future growth.

This is one area in which home rule is of great benefit. It is no longer necessary for a home rule community to abide by the structure under which it was incorporated or to stick with any of the requirements in effect then. Home rule municipalities can, by referendum, alter their form of government and create a totally new form. It is true that there may be legal considerations, but it is generally agreed that the innovative community wishing to restructure itself may do so and in so doing select structure and functions for itself. The state, through the General Assembly, retains certain controls over municipalities, and most of pre-1970 Constitution existing

law on the subject of local government is being observed by our cities and villages. But the legislature must now determine when it passes a law relating to local government whether it wants that law to be binding on home rule units, in which case it must say that it is "preempting" and muster a 3/5 vote to do so.

I commend to you a reading of Section 6 of Article VII of the 1970 Constitution. This is the section on home rule and the basis for a modest amount of litigation to date testing the power of home rule units to do their own thing. The state does not lose control, but it would be greatly hampered by this section should it try to dictate too much to home rule units. The effect of the section is to say to municipalities and counties which are home rule units, "You are free to experiment, to deviate, to innovate and to create in your area of responsibility with the state and courts serving as a watchdog but not a roadblock."

I assume that, in common with most people, you know least about the county, little about the township, and something about the municipality. I also assume that you wish to be more knowledgeable about all three. And I also assume that you are willing to complicate the picture by looking at other units of government not so preserved in the Constitution. I direct you first to your own property tax bill, where you will find listed all the taxing bodies with a claim on your property. There will be the school districts (elementary, secondary, community college); parks, mosquito abatement; sanitary districts; street lighting or other special districts; fire protection and other. Each will count on you for support, and each will be supporting some kind of service under some kind of board, not always elected. I warn you to leave til last the more obscure of such districts; some will have been started before your time and continue to collect and pay off bonds for long-forgotten purposes. I have long wanted some library to take my tax bill and create a display tracking down the headquarters and services of each unit to which I remit.

Do not, however, neglect these units in your collection of documents. Their minutes are rich sources of humor and abound with names of the early movers and shakers of your area. You can trace the political careers and influence of whole families through the special districts which were formed to put in sidewalks where city fathers would not, or light a subdivision, or provide equipment for volunteer firemen.

Your primary emphasis on a day-to-day basis is apt to be upon the municipality first, township second, and county last. Let us look at these units briefly.

The city or village will be responsible for most of the physical services in the community and for most of the election interest. Municipalities spend far less than schools in terms of real estate taxes but generate most of the heat, perhaps because schools are not considered truly political in many places. A municipality will have an elected board of some title with a mayor or a president as figurehead or chief administrator, depending on whether there is a manager. Concentrated in the municipality will be such services as water supply, sewer system, garbage collection, street construction and repair, police and fire protection, and sometimes recreational services. The board will meet, generally with a limited audience of interested citizens, make policy, determine how policy is to be carried out through departments and employees and deal with the public which is unhappy or astute enough to find its way through the bureaucracy. There is enormous discretionary power in that board, and a good many communities are not as demanding as they should be in choosing officials to deal with the local problems. For that reason alone, you may wish to build a good file of election materials. The campaign promises will be interesting reading some years hence when the same problems resurface, as they inevitably will.

Your job is to understand the structure of *your* municipality, for it is guaranteed to be different from its neighbors and even from the statutory provisions. You would do well to attend board meetings and even to make use of oral history and your own notes to make historical sense of what goes on. You will not find the total truth in any report, press release, or newspaper account. It is the nature of both professional and amateur reporters to record the excitement rather than stubborn, slow progress. Newspaper files are excellent sources of various distorted views of what local government does when it meets.

The truth is that all municipalities have enjoyed a measure of self-given home rule for many years as they have toyed with the state law, created deficient ordinances, and made questionable decisions. A reading of the state Municipal Code may tell you what *should* have happened; it will not be a useful reference on what really happened. If local municipalities are to be useful units of government, they should indeed deal with unique local problems with courageous and innovative answers. The library may be the only place — if you collect your documents well — where decisions and events can be traced.

I said earlier that structure of local government depends on vantage point. The textbook approach may be legally correct, but it does not report how

structure works, and the observer's vantage point is one that marvels that it works at all!

If you can get over the moderate shock of recognizing that the city or village does a lot of questionable things, you may move on to the township. This is a level of government being attacked from many sides, and it is responding in many ways. Townships once obscure are now growing in functions, and it may be at that level that you will find the resource your public is seeking. The township may have the free dental service, the mental health counseling, the public health and welfare facilities most municipalities do not have and which are so hard to locate at the county level. Further, in dealing with the township, you encounter a unit defensive and therefore receptive to ideas.

Of course the county is not really as remote as I have indicated, but it has generally been largely invisible to the public. You will need to know what the county does and find where before you can help your users relate to the county level. In Cook County, there is a trend to decentralization with area offices, but it is too early to tell if this will result in closer local relations with agencies like libraries which try to put people in touch with services.

Briefly, you should count on the county for information on welfare, sheriff's services, vital statistics, election supervision, marriage licenses, hospital services, forest preserves, highway services, the courts, the state's attorney, environmental controls, assessor, collector — and a host of other services which often overlap or duplicate so that finding the right source is a reference librarian's nightmare.

No one has ever called government efficient!

Let's say that you have gathered information which places in its appropriate niche each service available through government. Your job then is to figure out how to get to the service, and this is where *understanding* comes in. Don't try to make charts; they will only confuse. Do latch on to that knowledgeable person who seems to know the answers when you call.

If we have drifted away from discussing structure it is because I do not want you to rely on what the books say. I want you to venture into the streets and alleys of municipal government to *see* how it works and to meet the people who work it. You can faithfully describe your city's government as a policy-making board setting tasks and directions for a hired staff, which fields the requests and complaints of the public. Then you must recognize that the complaints often go to the top of the elective pile because that is where the clout is. And recognize that emotion is as often the base for decision-making as facts. And that consistency is a rare commodity in any form of government.

As you embark upon becoming custodians of local history through the collection of documents, and accurate bearers of current information, you will need to become involved at some level in order to serve your users well. You will need to be an interpreter of the written words, able to explain and provide background, if the minutes and records you acquire are to be useful.

Fortify yourself with all the rational descriptions of government available to you — and then take them with a grain of salt. For nowhere does local government work as it is supposed to, and nowhere would you want a local government that pursues the book and makes no adaptations. The structures are indeed skeletal, and thus designed to be hidden in the fleshing-out that is applied by the people in the process of learning the art of self-government.

Contemporary librarians should be a part of the knowledge level in the community, alert to subtle as well as substantive changes, and avoiding the fixed response that, "You'll find it in that book."

But I will not leave you without guidelines to the structure of local government in Illinois:

(1) Local government has a constitutional base that insulates it from complete domination by the state and protects the people from domination by the local government.

(2) It is more important to know the safeguards — the right to ask questions and be shown records — than to pin down each and every action to its legal foundation.

(3) Someone has to know a great deal about local government — and it should be the librarians, who outlast even the elected officials.

(4) Structure is often hidden in action — and the action may be far removed from the structure. You'll never know what happened unless you have observed over a period of time.

(b) Local government was not designed for efficiency and may not work very hard toward that goal. It was designed for involvement, and there are many cracks to invade to satisfy you and the community that efficiency unachieved is a reasonable price to pay for progress.

(6) Local government has many duplications and unnecessary units and costly operations, all of which should be carefully studied before elimination. People don't always enjoy perfection.

(7) Local government, with all its deficiencies, still offers the best hope of responsive government.

I have not given you a conventional run-down on the nuts and bolts of local government in Illinois. There are books and films and pamphlets and papers on this subject. I have tried to say that it is a good thing that the books and films and pamphlets and papers are often wrong — not in their scholarship but in their failure to observe. I want you to be the observers and trackers of local government and its adaptations to problems. I want you to color the scholarship with experiences. I want you to know your own community and share your knowledge. I want you to care about local government — because it is still a tender, growing thing in many communities and thus has the potential to set us right in our thinking about our institutions.

The point of acquiring and sharing this knowledge — and preserving it as well is not to supply the researchers of the future but to lend perspective to the users of this day.

You are government — and so am I. We are bits and pieces of the method we have developed to make self-government possible. We all need to work harder at our share of the solution to the problems self-government brings so that we can enjoy more and not less of the potential in our system.

Prior to the delivery of her paper and during a question and answer session Mrs. Ihrig made the following points:

1. All Illinois libraries should get the following publications:
   Illinois Secretary of State. *Handbook of Illinois Government.* Free.
   Kenney, David. *Basic Illinois Government; A Systematic Explanation* Revised ed. Carbondale: Southern Illinois University Press, 1974. $8.95.
   Assembly on Home Rule in Illinois. *Home Rule in Illinois: Final Report . . .* Urbana: Institute of Government and Public Affairs, University of Illinois, 1973.
   Home Rule Newsletter (Institute of Government and Public Affairs; University of Illinois). 1972-. Irregular. Free.
2. The University of Illinois Institute of Government and Public Affairs is publishing a series of books entitled Studies in Illinois Constitution making. These can be very helpful to someone wanting to understand the outcome of the convention. Titles in this series are available from the University of Illinois Press.
   Titles published so far are:
   Burman, Ian D. *Lobbying at the Illinois Constitutional Convention.* 1973. $3.45.
   Cohn, Rubin Goodman. *To Judge with Justice: History and Politics of Illinois Judicial Reform.* 1973. $3.45.
   Corneluis, Janet. *Constitution Making in Illinois,* 1818-1970. Rev. Ed., 1972. $3.45.
   Fishbane, Joyce D. *Politics of the Purse: Revenue and Finance in the Sixth Illinois Constitutional Convention.* 1974. $3.45.
   Gertz, Elmer. *For the First House of Tomorrow: The New Illinois Bill of Rights.* 1972. $3.45.
   Gratch, Alan S. *Ballots for Change: New Suffrage and Amending Articles for Illinois.* 1974, c. 1973. $3.45.
3. Library staffs are limited and there are usually a large number of governmental bodies in each local area. Your priorities have to depend on your purposes for collecting publications. Whatever you are collecting them for, I hope it is for current use more than anything else. If I had to assign a priority I would say municipal government first because of its impact and influence on the community. Schools would come second and from then on you pick and choose. However, if you are setting up a coordinated approach to this I would hope that you and your staff members could make an occasional visit to each board, commission, and other governmental body if for no other reason then to pick up the scrap paper that you see and put it in your files.
4. There is no comprehensive list of local documents similar to the *Monthly Catalog* which is published by the United States Superintendent of Documents. The collection of local documents is best done in person. You really have to go over and get to know department heads and the people who are involved.
5. If you do a good job of collecting contemporary documents for current use you will inevitably have a good historical collection. In terms of priority the immediate needs of your users may be more important but both historical and current collections are important functions of the library.

local documents in illinois libraries: results of questionnaire

mrs. yuri nakata
documents librarian
university of illinois at chicago circle
chicago

Among the supporting studies on information needs of users conducted for the National Commission on Libraries was one concerned particularly with information and society. Dr. Edwin Parker of the Stanford University Institute for Communications Research was asked "to examine the trends in economics, social behavior and technology and to extrapolate from those trends the types of information service that will be needed in the next decade."[1]

One of the five conclusions reached by Dr. Parker was stated as follows:

> "Consideration should be given to improving access for each citizen to public information about government services and government decision-making at all levels. Minutes and supporting documents of all local government boards and committees could be made accessible through local libraries."[2] And he went on to say that federal government information could be made available to local libraries via computer time-sharing and information retrieval techniques.

The reality of the latter may be a few years away but certainly minutes and supporting documents of local government boards and committees could be made available through local libraries.

My report deals with what Illinois libraries are doing about local documents.

It is always with a certain sense of reluctance that a committee decides to send out yet another questionnaire to libraries. So I convey the gratitude of the planning committee to those of you who responded so willingly. A questionnaire is one way we can evaluate library services.

We defined local documents to include only those materials issued by local governmental agencies and their subunits. Perhaps this was too narrow a definition because many of the respondents indicated collections of local history, certainly an important area of activity for local libraries. Miss Gregory will speak on this subject later in the program.

Out of a total of some 800 questionnaires mailed, we received about 300 replies. On the question, "Do you collect local documents?" the public libraries were divided equally between "yes" and "no." Twice as many academic libraries, however, said "no" than "yes." Of the libraries responding affirmatively, 74 have collections numbering less than 100; 33, between 100 and 500 items; 45 have collections numbering 500 - 1,000; and 4 have collections of more than 1,000 items. As the tabulation shows, the answer to the question "Year your collection was initiated"? ranges from the late 1800s to the present. I would venture to guess that many of the collections were begun with the establishment of the library.

Municipal codes, building codes, zoning ordinances, and comprehensive planning documents are types of material collected by the most number of libraries. On organization of the collection, the number of those who incorporated documents with the total collection was equal to the number who separated them, with a small percentage of libraries using both incorporated and separate methods of organization. Most separate collections were organized in vertical files or pamphlet files with no access through the main card catalog.

The replies to the question of interlibrary loan were as follows:

> 59 public libraries replied "no" to the question "Do you permit local documents to circulate on interlibrary loan"?
>
> 35 responded "yes" and one "Yes, with some restrictions."
>
> Of the academic libraries, 5 responded "no" and 14 said "yes, or Yes, with some restrictions."

My analysis of this response is that since most of

[1] U.S. National Commission on Libraries and Information Science. *Annual Reports to the President and the Congress, 1972-1973*. 1974. p. 24.

[2] *Ibid.*

the local documents fall into the area of reference-type materials, there is some reluctance to offer these materials on interlibrary loan. Academic libraries are more likely than public libraries to have duplicate copies of materials which can be circulated. Almost without exception, however, the libraries were willing to photoduplicate materials.

Of the libraries who replied that they do not collect local documents, 60 percent said they lacked staff to maintain a collection of local documents and 32 percent replied that patrons can be referred to nearby collections. Other reasons given for not collecting included:

Library is too small
New library
Doubtful of patron usage; no demand
Limited space
City hall uncooperative (Where have we heard that before?)
Do not know how to collect

Through your responses to the questionnaires we have pinpointed those libraries which have collections of local documents and have learned something of the scope and organization of these materials. More importantly, we found that many of you are concerned about local documents as a resource. The data you supplied will be important in any follow-up conducted at a later date for purposes of comparison.

local documents in illinois libraries

This report represents a tabulation of replies to selected questions on the questionnaires sent to a number of libraries in Illinois in October. The purpose of the questionnaire was to determine which libraries were actively collecting local documents.

Questionnaire on Local Documents*

Library _____ Address _____
Circle: 1. Public 2. Academic 3. School 4. Special 5. Other _____
6. If you belong to a library system, identify: _____
7. Do you acquire, maintain, and service a collection of local documents?
   Yes ____ No ____ (If answer is No, skip to question 17)
8. Do you collect:
   a. ____ local area documents only; name of local area _____
   b. ____ other, please list by name of area _____
9. Indicate year your collection was initiated _____.
10. Total number of documents in collection (indicate items, titles, or volumes, or other statistical unit):
   a. Less than 100 ____
   b. 100-150 ____
   c. 500-1,000 ____
   d. If more, approximate number _____
11. Types of materials collected, please check:
   a. ____Municipal code (if you collect those of areas other than your own local area, please list areas)
   b. ____Building code
   c. ____Zoning ordinance
   d. ____Annual reports of agencies
   e. ____Administrative rules and regulations
   f. ____Financial reports (budget and comptroller information)
   g. ____Capital improvement plans
   h. ____Proceedings of the city council
   i. ____Comprehensive plans and documents from planning agencies
   j. ____News releases
   k. List other major types of local documents in your collection:

*For purposes of this questionnaire, the term local documents refers to those materials issued by local governmental agencies and their subunits. Local governments include municipalities, counties, townships, villages, special districts, etc.

12. How are these materials organized?
    a. ____ Incorporated into total collection b. ____ Maintained separately
13. If maintained separately, do you provide access through a catalog? Please explain.

14. Do you provide reference service on local documents? Yes ____ No ____
    If yes, a. ____ Only to registered borrowers
    b. ____ No restrictions
15. Do you permit local documents to circulate on interlibrary loan?
    Yes ____ No ____
    If yes, a. ____ Without any restrictions
    b. ____ With some restrictions (explain)

16. Do you provide photoduplication service? Yes ____ No ____
17. Do you maintain a newspaper clipping file of events related to local government?
18. If you do not collect local documents, is it because:
    a. ____You do not have enough staff to maintain a collection
    b. ____You can refer patrons to nearby collections. Indicate sources.

    c. ____Other reasons, please explain.

19. The committee will welcome questions on local documents which you would like discussed at the workshop to be held at the Sheraton-Chicago, December 13. Please list on reverse side or attach sheet.

PLEASE RETURN THIS QUESTIONNAIRE BY *October 15* TO:

Mrs. Yuri Nakata
Documents Section
University of Illinois Library
Chicago Circle Box 8198
Chicago, Illinois 60680

Place[1] Library	Library[2] system	No. of[3] docs.	Since	Types of[4] documents	Interlibrary loan Yes	w. restric.	No
Addison (09)							
Addison P.L.	DLS	a	1968	b, c, f, h, i			x
Alsip (08)							
Alsip-Merrionette Park P.L. Dist.	SLS	a	1974	a,h			x
Alton (10)							
Hayner P.L.	L&C	a		a,b,c,f,i	x	x	
Arlington Hts. (11)							
Memorial L.	NSLS	b	1969	a,b,c,d,f, g,h			x
Augusta (02)							
Tri-Co.P.L.	GRLS	b	1970		x	x	
Barrington (07)							
Barrington P.L.	NSLS	a	1972	a,b,c,i			x
Batavia (07)							
Batavia P.L.	DLS	a		a	x		
Bellwood (09)							
Bellwood P.L.	SLS	b	1932	a,b,c,d,f, i,j	x		
Bensenville (08)							
Bensenville P.L.	DLS	a	1967	a,b,c,f,h, i			
Bloomington (10)							
Ill. Wesleyan U.	CBLS	b		d,f,g,h,i	x	x	
Withers P.L.	CBLS	c	late 1800s	a,b,c,d,f,h			x
Breese (06)							
Breese P.L.	KLS	a	1973	a			x
Brookfield (09)							
Brookfield P.L.	SLS	c	1970	a,b,c,f			x
Burbank (10)							
So. Stickney P.L. Dist.	SLS	a	1974	a,b,c,f,h, i,j			x

[1]Place size (1970 census): (00) under 200; (01) 200-499; (02) 500-999; (03) 1,000-1,499; (04) 1,500-1,999; (05) 2,000-2,499; (06) 2,500-4,999; (07) 5,000-9,999; (08) 10,000-19,999; (09) 20,000-24,999; (10) 25,000-49,999; (11) 50,000-99,999; (12) 100,000-249,999; (13) 250,000-499,999; (14) 500,000-999,999; (15) 1,000,000 or more.

[2]Library systems: BO, Bur Oak; C, Chicago; CB, Corn Belt; D,DuPage; GR, Great River; IV, Illinois Valley; K,Kaskaskia; L&C, Lewis and Clark; LT, Lincoln Trail; NI, Northern Illinois; NS, North Suburban; RB, River Bend; RP, Rolling Prairie; Sh, Shawnee; SR, Starved Rock; S, Suburban; WI, Western Illinois.

[3]No. of documents: a. less than 100; b. 100-500; c. 500-1,000.

[4]Types of documents: a. municipal code; b. building code; c. zoning ordinance; d. annual reports of agencies; e. administrative rules; f. financial reports; g. capital improvement plans; h. proceedings of the city council; i. comprehensive plans; j. news releases.

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	 w. restric.	 No
Calumet City (10)							
Calumet City P.L.	SLS	b	1958	f,h			x
Carbondale (09)							
Carbondale P.L.	ShLS	b	ca.1960	a,b,c,d,f, g,i			
Southern Ill. U.		b		a,b,c,d,e, f,g,i	x	x	
Carterville (06)							
John A. Logan College		c	1968	d,f,j	x		
Cary (06)							
Cary P.L.	NILS	a		a,b,c,i	x	x	
Chicago (15)							
Chicago Municipal Reference Library		10,500	1900	a,b,c,d,e, f,g,h,i,j	x	x	
Chicago P.L.	CLS	5000		a,b,c,d,e, f,g,h,i,j	x	x	
Kennedy-King College	CLS	b		a,d	x	x	
Kirkland & Ellis Library	CLS	b	1960	a,b,c,e,h,i	x		
Loyola U.	CLS	b	1968	a,b,c,d,f, g,h,i	x	x	
Mayfair College	CLS	a	1959	a,d,f,j	x		
Mayor's Office for Senior Citizens		a		d,f,h,i	x		
North Park College	CLS	a	1958	d,f,g,i			x
Northeastern Ill. U.	CLS	b	1969	a,d,g	x		
Roosevelt U.	CLS	c		d,f,g,j	x		
University of Ill. Chicago Circle		over 5,000*	1969	a,b,c,d,e,f, g,h,i	x	x	

*includes sizeable local planning documents — HUD701

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	w. restric.	No
Health Sciences				d,e,f,i			x
Chicago Heights (10) Prairie State College	SLS	b	1965		x		
Chillicothe (07) Chillicothe Twp.P.L.	IVLS	a	1923	j			x
Clinton (07) Vespasian Warner P.L.	RPLS	a		d,f,j			x
Collinsville (08) Memorial P.L.		a	1963	a,f,i			x
Columbia (06) Columbia P.L.	KLS	a		a,b,c,j			x
Cordova (02) Cordova Twp.P.L.	RBLS	a		b,c,e,g,i	x	x	
Country Club Hills (07) Public Library	SLS	a	1969	a,b,c,d,e,f,g,h,i	x		
Creve Coeur (07) Public Library	IVLS	b	1950	a,b,c,g,h,j			x
Cuba (04) Putman Twp.P.L.	WILS						x
Danville (10) Danville P.L.	LTLS	a	1960	a,b,d,f,g,h,i,j			x
Decatur (11) Decatur P.L.	RPLS	a		a,b,d,f,g,i	x		
DeKalb (10) DeKalb P.L.	NILS			a,b,c,d,f,i			x
Deerfield (08) Deerfield P.L.	NSLS	a	1969	b,c,i			x
Des Plaines (11) Des Plaines P.L.	NSLS	a	1950	a,b,c,d,e,f,g,h,i			x

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	w. restric.	No
Downers Grove (10) Public Library	SLS			a,b,c,d,e, f,g,h,i,j	x	x	
Dundee (06) Dundee Twp. L.	NSLS	a	1969	a,b,i	x	x	
East Peoria (08) Fondulac Dist. L.	IVLS	b	1955	a,b,c,d, f,g,h,i,j	x	x	
East St. Louis (11) East St. Louis P.L.	KLS	c	1889	a,b,c,d,f, g,i			x
Edwardsville (08) Southern Ill. U.		1500		b,c,g,i,j	x	x	
Effingham (07) Helen Matthes P.L.	RPLS	a		c,d,f,h,i			x
El Paso (05) El Paso P.L.	CPLS	a	1868	a,b,c,d,j			x
Elgin (11) Gail Borden P.L.	NSLS	c	1800s	a,b,c,f,h,i	x	x	
Elk Grove Village (09) Elk Grove Village P.L.	NSLS	a		a,b,c,e,f			x
Elmhurst (11) Elmhurst P.L.	SLS	c	1924	a,b,c,d,g, h,i			x
Evanston (11) Evanston P.L.	NSLS	c	1873	a,c,d,f,h,i	x	x	
Northwestern U.		2500		a,b,c,d,e,f, g,h,i,j	x	x	
Flossmoor (07) Flossmoor P.L.	SLS	a	current	a,b,c	x	x	
Forest Park (08) Public Library	SLS	a	1940	a,b,c,f			x
Fox River Grove (05) Grove P.L.	NILS	a		a,b,c,h,i			x
Frankfort (05) Frankfort P.L.	SLS	a		i			x

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	 w. restric.	 No
Franklin Park (09) Franklin Park P.L.	DLS	b	1970	a,d,f,h,i	x	x	
Fulton (06) Schmaling Mem. P.L.	RPLS	a		a,i			
Galena (06) Galena P.L.	NILS	b		b,c,e,f,h, i	x	x	
Galesburg (10) Galesburg P.L.	WILS	b	1958	a,b,c	x	x	
Galva (06) Galva P.L.	IVLS	a		j			x
Geneseo (07) Geneseo Twp. P.L.	WILS	a	1971	a,b,c,e			x
Geneva (07) Geneva Twp. P.L.	DLS	a		a,b,d,i	x		
Gibson City (06) Wm. Moyer L.	LTLS	a		a,c			x
Girard (04) Girard Twp. L.	L&C	a	1952	c,d,h			x
Glencoe (08) Glencoe P.L.	NSLS	a	1929	a,c,d,e,f, i			x
Glendale Hts. (08) Public Library	DLS	a	1966	b,c,j			x
Glen Ellyn (09) Glen Ellyn P.L.	DLS	a	1930	a,b,c,d,g, h,i			x
Glenview (09) Glenview P.L.	NSLS	c	1962	a,b,c,d,f, h,i			x
Harvey (10) Harvey P.L.	SLS	b	1969	a,b,c,e,i,j			x
Heyworth (03) Randolph Twp.L.	CBLS	a		b,c,d,f,j			x

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	 w. restric.	 No
Homewood (08)							
Homewood P.L.	SLS	a	1967	a,c,f,g			x
Kankakee (10)							
Kankakee P.L.	BOLS	a	current	a,b,c,i			x
Kewanee (08)							
Kewanee P.L.	IVLS	b	1970	a,b,c,d,e,f, g,i	x	x	
La Grange (08)							
La Grange P.L.	SLS	a	1969	a,b,c,d,f,g, h,i			x
Lake Bluff (06)							
Public Library	NSLS	a		a,b,c,f,i			x
Lake Forest (08)							
Lake Forest College	NSLS	b	1973	a,c,d,f,i	x	x	
Public Library		b		a,b,c,d,f, g,h,i,j		no policy	
Lexington (04)							
Public Library	CBLS	a		a,b,c,e,h	x	x	
Libertyville (08)							
Cook Memorial P.L. Dist.	NSLS	a	1924	a,b,c,e,f h,i	x	x	
Lisle (07)							
Ill. Benedictine College	SLS	a	1973	d,f,i,j	x	x	
Lombard (10)							
Public Library	DLS	b		a,b,c,d,f, g,h,i	x	x	
McHenry (07)							
McHenry P.L.	NILS	a	1965	a,b,c,e,j	x		
Malta (02)							
Kishwaukee College		b	1968	e,f			x
Malta Twp. L.	NILS	a		i			no requests rec.
Manhattan (04)							
Manhattan Twp. L.		b		a,b,c,d,e,f, h,j			x

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	 w. restric.	 No
Metamora (05) Ill. Prairie Dist. P.L.	IVLS	c	1859	a,b,c,d,e,f, g,h,i			x
Morton Grove (10) Oakton Com. College	NSLS	a	1971	b			x
Mount Carroll (05) Mt. Carroll P.L.	NILS	a	1974	a			x
Mount Prospect (10) Public Library	NSLS	b	1953	a,b,d,f,g, i	x	x	
Naperville (09) Nichols P.L.	DLS	b	1960s	a,b,c,d,f, h,i	x	x	
Nashville (06) Nashville P.L.	KLS	b	1970	a,b,c,d,e, f,g,i,j			x
Neponset (02) Neponset P.L.	IVLS	b	1938	c,h,j	x	x	
Niles (10) Niles P.L.	NSLS	a	1962	c,b,c	x		
Normal (10) Illinois State U.	CBLS	b	late 1800	a,b,c,f,g, h,i	x	x	
Northbrook (10) Northbrook P.L.	NSLS	a		a,b,c,f,i			
Oak Lawn (11) Oak Lawn P.L.	SLS	a	1960	a,f,h,i			x
Oak Park (11) Oak Park P.L.	SLS	c	1930s	a,b,c,f,h, i,j			x
Orion (04) Western Twp. P.L.	RBLS	a	1972	a,b,c,i			x
Palatine (10) Palatine P.L. Dist.	NSLS	a	1972	a,c,h,j			x
Park Ridge (10) Public Library	NSLS	a		a,b,c,d,f	x		

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	 w. restric.	 No
Peoria (12) Public Library	IVLS	c		a,b,c,d,e, f,g,h,i,j	x		
Pittsfield (06) Public Library	GRLS	1200	1974	a,j	x	x	
Plainfield (06) Plainfield P.L.	BOLS	b		a (collec. sporadic)			
Pontiac (07) Pontiac P.L.	CBLS	a		a,b,c,e,i	x	x	
Princeton (07) Matson P.L.	SRLS	a	1955	a,c,e,f,i			x
Quincy (10) Quincy P.L.	GRLS	b		a,b,c,d,h,j			x
River Forest (08) Rosary College	SLS	c	1973	a,d,f,h,i	x	x	
River Grove (08) Public Library	SLS	a		a,j			x
Rock Island (11) Augustana College Public Library	RBLS	c a	1910	d,e,f,g,i a,b,c,h,i			x
Rockford (12) Public Library	NILS	b		a,b,c,g,h, i	x	x	
Rolling Meadows (08) Public Library	NSLS	a	1968	a,b,c,f	x		
Romeoville (08) Fountaindale P.L.	BOLS	a	1971	e,i,j			x
St. Charles (08) St. Charles P.L.	DLS	a		a,b,c,i	x	x	
Sandwich (07) Sandwich Twp.	SRLS	b		a,b,c,f, g,h,i	x		
Schaumburg (08) Schaumburg Twp.	NSLS	b	1972	a,b,c,d,i, j	x	x	

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	 w. restric.	 No
Schiller Park (08) Public Library	SLS	b	1964	a,b,c,d,f	x	x	
Seneca (04) Public Library	SRLS	a	1960	b,c,g,i	x		
Skokie (11) Public Library	NSLS	5000		a,b,c,d,e, f,h,i	x	x	
South Beloit (06) South Beloit P.L.	NILS	a	1972	a,i			
Springfield (11) Concordia Seminary	RPLS	5000	1967	d,e,f,g,j			x
Illinois State L.		b		a,d,f,g,h, i	x		x
(Peoria, Rockford, and Cook County on microfiche)							
Lincoln Library	RPLS			a,c,d,f,g, i	x	x	
Stickney (07) Stickney-Forest View L. Dist.	SLS	b	1960	a,b,c,d,e, f,i,j	x		
Streamwood (08) Poplar Creek P.L.	DLS	100	1970	a,b,c			x
Sugar Grove (03) Sugar Grove P.L.	DLS	b	1962	a,b,c,d,e,f, g,h,i,j	x	x	
Summit (08) Summit-Argo P.L.	SLS	a		a,i			x
Tuscola (06) Tuscola P.L.	LTLS	a		b,c	x	x	
Urbana (10) Urbana Free L.	LTLS	b		a,b,c,f,g, h,i	x	x	
Villa Park (10) Villa Park P.L.	DLS	a	1970	c,h,i			x
Walnut (03) Walnut Twp. Mem.	SRLS	b	1960	a,b,c,d,e,f, i,j	x	x	

Place Library	Library system	No. of docs.	Since	Types of documents	Interlibrary loan Yes	 w. restric.	 No
Watseka (07) Watseka P.L.	LTLS			a,b			x
Western Springs (08) Thomas Ford Mem.	SLS	a	1973	a,b,c,h			x
Wheaton (10) Wheaton P.L.	DLS	b		a,b,c,d,f,g, i,j	x	x	
Wilmette (10) Wilmette P.L.	NSLS	b	1800s	a,b,c,f,h,i	x	x	
Winnetka (08) Winnetka Library Dist.	NSLS	b	Pre- 1945	a,b,c,d,f,h, i,j	x		
Wood Dale (07) Wood Dale Dst. L.	DLS	b	1962	a,b,c,f,h,i, j,k	No requests rec.		
Woodstock (08) Woodstock P.L.	NILS			a,b,c,f			x
Worth (08) Worth P.L. Dist.	SLS	a	1974		No requests rec.		

the state of the art: bibliographic control and organization of local documents

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One of the consistently cited problems in the literature written about documents in the United States and Canada is the lack of bibliographic control of them. A great number of articles urge establishment of a nationwide publication that would list documents produced on the local level. Attempting control of local documents is complicated by the great number of governments involved. Chicago alone has seven taxing bodies that are independent of each other. They all produce documents. This is true of every municipality in Illinois. Each may have a separate elementary and high school district, a sanitary district, a park district not to mention their village or city government and their county government.

In order to provide some bibliographic control for Chicago documents, the Chicago Municipal Reference Library began to issue quarterly a *Checklist of Publications Issued by the City of Chicago* in 1936. By law each department within the city of Chicago is required to place four copies of everything they publish in the library. Often this law is overlooked and it becomes necessary for the library to request documents. Within the other governments in Cook County, there is no law requiring deposit of publications in any library. All the Municipal Reference Library can do is request material as we become aware of it. The *Checklist* is simply a list of all those publications received in the library, published by the city of Chicago. A listing of those documents produced by other governments in Cook County appears at the end. Those regularly represented include departments within the Cook County government, the Chicago Board of Education, the Chicago Housing Authority, the Chicago City Colleges, the Chicago Park District, the Metropolitan Sanitary District of Greater Chicago, the Chicago Transit Authority, and the Chicago Area Transportation Study. The *Checklist*, by listing these publications, can serve as an acquisition tool and also provides some bibliographic control of local documents in the Chicago area. Other libraries in major cities publish similar listings that serve the same purpose.

There was no publication that gathered together all such listings throughout the United States and Canada until 1972. Greenwood Press then began to publish the *Index to Current Urban Documents.*[1] It is of such reference value for librarians interested in local documents that a detailed analysis is necessary. It "represents an effort to identify and provide bibliographic control of the official publications of the largest cities and counties in the United States and Canada. To help complete the picture with respect to the activities of other local governments operating within these cities and counties, an effort is also made to include the official publications of special districts, local authorities, regional councils and other regional agencies as well as quasi-public and citizens' groups." In Illinois it covers the area governments in Chicago, Cook County, Peoria, and Rockford. It excludes state and federal publications in all issues but the first. It is published quarterly with a final cumulative issue in bound form appearing in May. Subscriptions are $125 annually.

It consists of a geographic index and a subject index. The geographic index is arranged in alphabetical order by city or county and lists first city departments and agencies; county departments publishing material pertaining to the city; regional organizations, special districts or authorities; and quasi-public organizations.

The subject index deserves criticism. The editors say that up to nine terms can be used for one document. Although it has considerably improved since the first issue, there are still major problems with the most recent (October 1974). Some subject headings effectively bury items. There is an entry for Official City Maps, Socially Handicapped Children, and Street Littering. In each case respectively no reference from Maps or City Maps; Handicapped — Children or Juveniles; or Litter exist. These are poorly designed subject headings under which the user would never logically look.

Furthermore the use of see or see also references

[1] *Index to Current Urban Documents*, Vol. 3 No. 2 p. v (October 1974)

is not consistent. The entry Blighted Areas has a see also reference to Slums and to Urban Renewal, however no entry from Slums or from Urban Renewal to Blighted Areas. There is no see reference from Stadia to Arenas, Stadia. The user who might not think to look under Arenas, Stadia, would overlook information. There are headings for Disaster Preparedness. Civil Defense, Warning Signals, and Earthquakes, all of which seem related, yet no cross references connect them. Earthquakes would seem an example of the ultimate need for Disaster Preparedness, Civil Defense, and Warning Signals.

The Subject Index is really a "combined subject and author category index which in effect obviates the need for separate indexes or alphabets."[2] There are headings for Consultants, and for Personal Authors and within those a listing by name of city and then by person or organization. In reality not every personal author or consultant is listed. Alderman Dick S. Simpson submitted *Amendments to City Council Rules . . .* to the Chicago City Council, yet he does not appear under Personal Authors in the October 1974 index. The need for such headings is not clear and easily could be excluded completely.

In conjunction with the *Index*, Greenwood Press is also producing the *Urban Documents Microfiche Collection*. It makes available for purchase some of the documents in microfiche cited in the index. Those that are available receive an order number in the Geographic Index. This part of Greenwood's program is invaluable and provides a real service to libraries. The index itself could be improved by further refining the subject headings and using references and cross references logically. However for the first time there is a bibliography of local documents that considerably eases the problem of collecting material on this level.

Once material has been collected, the problem of how to arrange it becomes crucial. Within the literature there are a number of articles about a specific library's collection. Very few of them discuss their method of treatment of their documents. The problem of organization of local documents can be dealt with in a number of ways. The same alternatives that libraries face with federal and state documents also apply to local documents. They can be cataloged and classified in the general collection or they can be separated out into a documents collection. This decision must be based on an analysis of the type of use they will receive and the kinds of control that the library would like to maintain.

A separate documents collection arranged by the governmental body allows control of the document but can sacrifice subject access to it. It could minimize the cost of maintaining the collection by reducing processing and cataloging costs. Some sort of bibliography is necessary to locate the publications. However the user must know that he is looking for a document in order to find anything.

Integration of documents into the general collection by subject category gives greater access to the public however, loses control by issuing body. It is only possible to locate all documents by a particular agency through the catalog. Users of local documents tend to categorize their demands by broad category. They may wish to examine material on sanitation, regardless of issuing body, which necessitates looking at material published by the local sewer department on construction and maintenance of sewers, the sanitary district or the processing of sewage, and the garbage collection department or solid waste. Often not one agency has total responsibility for a particular function.

An example of one library's organization of its collection seems in order. The Chicago Municipal Reference Library catalogs all its documents. However we have separated out all Chicago, Cook County, and State of Illinois publications and placed them together by their jurisdiction. Thus all Chicago publications are together on the shelves. All Cook County documents are together. All Illinois documents are together. Within these broad jurisdictions, there are further departmental break downs. All publications by the Chicago Department of Development and Planning are arranged by date published. Thus it is possible to find all monographs published in a particular year together on the shelf. Serial holdings are arranged at the end of this classification.

However this organization makes it impossible to go to the shelf and find all material in the library on a specific subject. In a library with open stacks this might prove to be a deterrent. If the user goes to the shelf in a subject area, he will automatically exclude all publications by the above governmental bodies. In order to provide the subject access that this organization precludes, access through a subject catalog is necessary. Entries under personal and corporate author, title and in a separate divided catalog, subject entries, exist. If the patron uses the catalog, he will find everything on a given subject regardless of its position on the shelf.

The Municipal Reference Library does receive local documents from other governmental bodies in Illinois and the United States. These documents are simply included in the general subject classification.

[2]Ibid. p. vi.

Thus it is possible to find gathered together zoning ordinances for DuPage County, New York City, and Oak Park, Illinois. In another area of the collection, budgets from various cities are shelved together. In this case the only way it is possible to find all publications of a particular government is through the author entries in the public catalog.

To summarize the Chicago Municipal Reference Library organizes its document collection both by subject classification and shelf arrangement with access to either available through the public catalog. Access to local documents would be extremely limited without their inclusion in the public catalog. In conclusion any treatment of local documents must take the problem of access into consideration. Inclusion in the public catalog does increase cataloging and processing costs, but without such treatment, use of the local documents is curtailed.

freedom of information at the local level

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The year 1974 was a bad one for American politics. We read stories daily of political corruption, relating in sordid detail how another politician sold out his public trust.

The litany seems endless:

— The President resigns to avoid impeachment for obstructing justice.

— The Vice-President is convicted on a felony tax charge stemming from his acceptance of bribes from Maryland contractors.

— A former Attorney General, Richard Kliendiest pleads guilty to lying to a Senate Committee. His predecessor has been found guilty of obstructing justice.

— Top White House advisors Haldeman, Erlichman, Magruder, Dean, Colson, Port, Krogh — the list seems endless — are convicted.

— In Illinois, Otto Kerner, a Federal Appeals Court Judge and former Governor, is convicted on tax charges.

— State legislators are indicted and convicted.

— The Cook County Clerk, Edward Barrett, meets the same fate.

— Top Daley strategist, Matt Danaher, dies while awaiting trial on bribery charges; while the Mayor's floor leader, Tom Keane, has already been convicted along with Paul Wigoda, number two man in the City Council.

— Suburban Republicans and Cook County Board members are current targets of the Federal Grand Jury.

Unfortunately, these are not newspaper allegations, but facts.

Out of this morass a few things are clear. Political corruption is a bipartisan game. Neither is the corruption unique to the top or the bottom of the governmental pyramid. Why does it happen?

A large part of the emerging answer is a lack of accountability. Many politicians act on the assumption that people just don't care. The founding fathers thought that accountability was built into our political system. After all, don't our elected representatives periodically place themselves for judgement before their constituents to answer for their conduct in office? Somehow, the system broke down . . . gerrymandering, the high cost of campaigning, and other assorted deals, have led to almost life-long sinecures for many incumbents. As a result, many elected officials no longer need to take seriously the threat of defeat at the polls.

And we have a burgeoning bureaucracy that never has to stand for election.

We've also discovered that secrecy has become the prevailing *modus operandi* for government. Secrecy is at the heart of the problem of accountability.

Secrecy involves not only the kind of calculated high-level lying described by David Halberstam in *The Best and the Brightest*, but the general lack of accessible, relevant information about government at all levels. The latter has many aspects, but the obvious result of lying and a general lack of information is that the ordinary citizen knows very little of the real inner

workings of his government.

The men who wrote the Constitution didn't plan it this way. They realized that representative democracy was merely an expedient, since it was impractical even at that time to have everyone appear personally in the legislative body. But they assumed that our elected representatives would be our agents — that we'd watch their conduct closely, and if they performed poorly, we'd get new representatives. As John Adams said,

> Rulers are no more than attorneys, agents, and trustees, for the people, and if the cause, the interest and trust, is insidiously betrayed, or wantonly trifled away, the people have a right to revoke the authority that they themselves have deputed, and to constitute abler and better agents, attorneys, and trustees.

The necessary ingredient in this equation is current, accurate information about how our agents are performing.

A free flow of information to citizens about government is essential to the formation of citizen opinion on their representative's performance. As Professor Emerson notes,

> freedom of expression is essential to provide for participation in decision making by all members of society. This is particularly significant for political decisions. Once one accepts the premise of the Declaration of Independence — that governments' derive their just powers from the consent of the governed — it follows that the governed must, in order to exercise their right to consent, have full freedom of expression both in forming individual judgements and in forming the common judgement.

This freedom of expression applies not only to the citizens ability to speak out about politics, but also to hear what others are saying and doing. Specifically, the right to all the information he desires about politics and government. The right to know what's going on, or more simply, the right to know.

As Justice Brennan, speaking in *Garrison* v *Louisiana*, 379 US 64 (1964) stated,

> Speech concerning public affairs is more than self-expression; it is the essence of self-government. The first and fourteenth amendments embody our profound national commitment to the principle that debate on public issues should be uninhibited, robust, and wide open, and that it may well include vehement, caustic, and sometimes unpleasantly sharp attacks on government and public officials.

The system sounds fine in theory. But in 1974 in Chicago, there are a few problems. A number of factors have combined to turn that free flow of information about public affairs into a trickle.

The first of these is sheer size. Contrary to reports in national news magazines, Chicago's city government does not consist solely of Mayor Daley. There are actually over 40,000 employees at a cost in excess of a billion dollars. Cook County's budget seems small at $265 million. The size of these institutions makes it almost impossible for any citizen or group to really comprehend their full scope, much less measure their performance.

Second, these giant governmental institutions deal with a wide-range of problems in a complex and sophisticated way. The net result is that ordinary citizens possesses neither the time nor the skills needed to analyze their government's performance. In fact, most know almost nothing about it. Take a moment to read the depressing statistics on national political name identification. Senator Mondale noted recently that his name identification was so bad in California that many people thought he was a Los Angeles suburb.

We not only know very little about our government, but the little we know is usually the result of careful spoon-feeding by public relations experts working for the politicians we're supposed to be watching. Not too strangely, they generally tell us only the good news.

The politicians we elect to be our watch dogs often know little more than we. Witness our city's finance committee approving our Fire Department's shaky 80 million dollar budget in twenty minutes late one Friday night. Our county board members regulary greet monetary requests by elected officials with blank slack-jawed stares.

Consequently, our only real sources of independent information about government are the media and citizens groups, such as the League of Women Voters. The reason for this is obvious, money. Only the media or citizens banded together can pay skilled people the resources necessary to accurately analyze government performance.

The Better Government Association is a combination of these two institutions.

The BGA is an Illinois citizens' watchdog organization. With a full-time staff of 12 persons, we have offices in both Chicago and Springfield. We are supported by tax-deductible contributions from approximately 2,700 individuals and corporations across the state. BGA investigators work with members of the

news media on an exclusive basis as we do investigations of waste, corruption, and inefficiency at all levels of government.

Our cooperation with the news media allows us to gain maximum impact for our findings. In the past twelve months we have worked on separate stories with every major Chicago newspaper, all Chicago TV stations, several radio newsmen, suburban newspaper chains, the Illinois Associated Press, and a half-dozen downstate newspapers.

In addition to our work with the media, we turn over our findings to proper prosecutorial authorities whenever that is called for. In the past three years, that has happened often. A goodly number of public officials have been convicted on information which started with a BGA investigation. An outstanding current example is Alderman Thomas Keane, Mayor Daley's floor leader and the second most powerful man in Chicago for many years before he was convicted of mail fraud this fall.

During the past year we have added a legal counsel to our staff. Our counsel, working with investigators and law students, is preparing the legal groundwork for several public interest lawsuits. These may include taxpayer remedies against officials who have defrauded the public and access to information suits.

In addition to the law students previously mentioned, the BGA has two college intern programs, one in Chicago and one in Springfield. The students who work in them work for the BGA full time for an academic quarter or semester under the supervision of investigators. This has the dual benefit of expanding our manpower while at the same time exposing students to the true inner workings of local government.

Finally, the BGA maintains its own library of information on governmental agencies, leaders, and problems and, from time-to-time we issue white papers following an investigation. These are disseminated to colleges and libraries which have expressed an interest in them.

Even with the type of resources we possess, finding out the truth about governmental performance is no easy task. We are constantly confronted with active deception by governmental officials, as well as more sophisticated methods of concealing schemes to sell out the public trust for monetary gain.

Politicians, such as Tom Keane, have developed obfuscation and secrecy to a science.

In many ways, however, the days of open bribery and direct conflict of interest are ending. New and subtle ways of using government power for personal enrichment have appeared. The "New Way" often involves governmental favors granted or withheld from a closely regulated industry. In Illinois the selective granting of race dates to certain tracks is an excellent example. Another example of the newer methods is the discretionary granting of no-bid contracts for technical and professional services.

It doesn't always help to merely tighten up bidding regulations just because contractors and engineers have been caught bribing public officials. The "New Way" is to win a bid honestly and then make a big profit through cost overruns and changed standards during performance of the contract. Such contract changes are administrative decisions, and the records of them are often not available to the public.

The executive and administrative branches of government are not the only ones to profit from this system. Eight present or former Illinois legislators were indicted just last week for conspiring to pass legislation to allow heavier cement trucks to run over state roads.

At this point it is germane to discuss just what records are available from the state and from local governments in Illinois. The broadest answer is that many records are open for inspection, but a great number of important ones are not. To list all records that are and are not available would keep us all here until the cows come home. Instead, I will concentrate on broad categories of records and discuss some examples as I go along.

It is the BGA's position that the public doesn't have an adequate right of access to information in our state. The 1970 Illinois Constitution contains one general clause which relates to a citizen's right to know. That clause provides open access only to financial records. I will quote the clause because it is so short and leaves out so much. The clause states that "reports and records of the obligation, receipt and use of public funds of the state, units of local government and school districts are public records available for inspection by the public according to law." There are a few additional Constitutional provisions and several statutory sections dealing with access to specific records. The most important statutes in this area, however, are the State Records Act and the Local Records Act. These two acts can be viewed as the legislative implementation of the Constitutional right of access to the financial records of state and local governments.

The State Records Act defines the word "record" in very broad terms. It restates the Constitutional right of access to financial records and provides a right to either copy those records or to obtain copies. It also directs the Secretary of State and other offi-

cials to preserve and store a wide variety of records. It even commands economical and efficient management and disposal of public records. The State Archives Division was established under this act to preserve an ever expanding list of records. The Local Records Act is similar to the State Records Act, particularly in its restatement of the Constitutional right of access to financial records and in its creation of a system for the preservation of records which might have historical value.

Despite these Constitutional and statutory provisions defining a right of access to the financial records of state and local governments, the BGA has found that obtaining access to even these records is frequently a difficult task. Some governmental units, such as the City of Chicago, require requests for information to be so specific that one would almost have to see the desired documents to be able to request them — the perfect Catch 22. Chicago officials have also shown themselves to be experts at stonewalling; they make those characters in Washington look like amateurs. It has often taken from four to eight weeks before we were allowed to see written contracts involving Chicago agencies. Chicago is not unique in this respect, however.

The BGA has had problems with units of local government at all levels. A year ago teams of BGA investigators looked at records and interviewed township officials in 56 of Illinois' 102 counties. Some county officials were also investigated. We were seeking records of financial expenditures to specific companies.

Local officials were often grudging in their release of information. Most of them had never been asked to show their records. Many kept records that were, frankly, incomplete and difficult to use. Some officials didn't believe the photocopy of the state law each investigator carried which stated the open records provisions. One pair of investigators was thrown out of an official's house, which is where he kept his records. In Macoupin County, a township official told the BGA chief investigator that he couldn't see the public records because he wasn't the public, he was from Chicago.

Getting back to our home turf, the city of Chicago has created a new legal privilege to shield consultant's reports from public view. Along with the priest-penitent and lawyer-client privileges we now have the consultant-client privilege. How can the public even determine if the consulting work was ever performed if taxpayers are forever barred from seeing any work product?

The City Building Department has added new barriers to public viewing of documents in its possession over the past several years. At one time, interested citizens or BGA investigators could see the inspection reports on any building in the city simply by making a verbal request. These microfilmed records are of great importance. How else are we to know if one property owner is not receiving favored treatment? Today, only certain reporters and persons with an interest — and this does not mean curiosity — in the property can see records for a specific address.

Northwestern University's *Law Review* devoted an entire issue last year to the subject of freedom of information in Illinois. The issue contained traditional legal analyses of specific agency policies such as those of the Secretary of State and the Cook County States Attorney, as well as a summary of the current state of Illinois access law. In addition to these comprehensive studies, law review staff members worked with graduate sociology students to construct a massive field experiment of access problems in our state.

Students began by specially creating and incorporating five not-for-profit corporations. These groups were given names which would suggest citizens groups of various political persuasions. One of the ideas being tested was how well responses for information from right-wing and left-wing groups would be answered. The group names were interesting in themselves — Patriotic Action Committee, Impatient Society, Society to Oppose Permissiveness, Campaign Against Government Abuses, and one neutral sounding, the Illinois Citizens Association.

Letters from each of the five groups requesting information were sent to 26 state and local agencies. Each letter asked for different information. Variables in the system included: the relative ease or difficulty to the agency of obtaining the information, and the impact of the information sought on the agency image, whether positive, neutral, or negative. For example, some requests were easy to fill but might cast an unfavorable light on the agency. Other requests were more arduous to complete but, when done, would cast a favorable impression of the agency.

Requests were mailed on a random basis. Students representing the various organizations visited those agencies which had failed to respond after a reasonable period of time.

Essentially, the results of this complex and extensive experiment were frustrating. Many interesting bits of data were gathered. But, the most significant result was that a majority of the requests were not answered to all. The whim of the person answering requests seems to have made more difference than any other factor. Of 111 requests, only 50 replies

came back. Twenty of those 50 replies were for innocuous materials such as annual reports requested by the Illinois Citizens Association.

The staff concluded that local government agencies were just as likely to release unfavorable information that was easy to compile as to put some effort into disseminating favorable information. Nor could the staff find any favoritism between left-wing and right-wing group requests, partially because so few answers were forthcoming even after personal visits from the students.

One conclusion that we can draw from all this is that access to information in Illinois is often arbitrary and capricious. In obtaining records, timeliness is essential. Delays are effective because redress through the judicial system saps energy and resources. A citizen might get a judicial order compelling release of certain documents, but that is hardly sufficient to assure compliance of a reasonable request the next time.

Modern technology confronts us with another right-to-know problem. A great many types of information are now stored on computer tapes, on microfiche, or in other data processing machines. Public officials skilled in artfully dodging requests for records point to this electronically stored and often coded material and claim that it simply falls outside the current access laws reach. They may even be correct.

New access laws must and can defeat those claims of secrecy. A current example is an ordinance drafted by Chicago Alderman Leon Despres. Already consigned to a long and probably fatal examination by a City Council Committee, Despres' ordinance clearly includes all electronically stored information in its definition of the term "public record."

This proposed ordinance would also restore to citizens a right which has been arbitrarily denied by local public agencies over the years — that is the right to photocopy records. The right to copy records or purchase copies is available in all state offices and, by law, should be available with local records. It generally takes a victorious court challenge to preserve that right in Chicago, however. Even aldermen are relegated to copying needed information by hand.

In 1973, the Independent Voters of Illinois had to sue then Board of Election Commissioners Chairman Stanley Kusper for the right to photograph voters registration cards. This was in the wake of a vote fraud and petition-forging scandal.

Several years ago a mild-mannered neighborhood newspaper reporter beat the city at its own game. The reporter asked to hand-copy names of city workers on federally funded payrolls. He further asked for one desk for himself and an associate to work at. The city granted the request and assigned one day for the task though there were over 10,000 names to copy. Early on the appointed day the reporter arrived with five temporary secretaries and five rented portable typewriters. Crowding themselves around the desk, the typists managed to copy over 8,000 names before the officials threw them out in midafternoon. More than 30 convictions under the Federal Hatch Act resulted from this effort.

From the foregoing examples, you can see a governmental policy developing to stall, halt or screen the release of information. You could call this "legitimizing secrecy." Thus we have highly paid public relations officers who feed the public an endless line of their version of the truth: we have phantom consultant reports which give who knows what advice: we find information changed into undecipherable codes and stored on electronic tapes; we find off-limits personnel information mingled with perfectly relevant facts so that neither can be seen by the public; and finally, citizens are stalled and harassed at every turn to slow down the release of data.

It is a sad day for our democracy when public officials are either unaware of their legal responsibilities or simply don't care enough to act as the law directs. The BGA has only two weapons which it can use in the fight for enforcement of the existing statutory right of access: publicity and litigation. We fully intend to make use of both of these weapons, wherever appropriate to help vindicate the public's right to know.

Even if the present statutes were fully enforced, however, the public would still be totally in the dark as to a wide variety of governmental functions in Illinois. The "New Way" of ripping off the public often involves the abuse of these areas of governmental secrecy. Zoning variances, for example, are granted or denied without the public ever knowing why. Public access to the reasons for the discretionary acts of administrators at all levels should be the rule rather than the exception.

The reasons for this seem obvious. In a democracy it is of the utmost importance that citizens know how their government functions. Thus we have numerous Constitutional safeguards guaranteeing every citizen's right to participate in the electoral process and to make their opinions known. The right to speak out, assemble, and publish one's ideas is embodied in the First Amendment to our Constitution.

It seems self-evident that the right to know what our government is doing for us, and to us, is as important as our right to free speech. To safeguard their

rights citizens must have access to information about all the workings of their government. Yet this right of access is not clearly set forth in our constitutional or statutory literature. Of course, the governmental structure in the time of our founding fathers was much simpler than that of the present time. It may well have been that no explicit right of access was created simply because that right was implicit in the entire system. Today, however, we find a wall of secrecy around the heart of government — local, state, and national. Too often our elected and appointed representatives ignore the will of the very people who put them in office. Too often reasonable citizen requests are treated with skepticism, inaction, delay, frustration, refusal, and contempt.

An examination of legal decisions resulting from citizen attempts to obtain information shows that officials adopt one of three characteristic approaches to the situation. The first one might be called the "restrictive" approach. This system is adopted by many local government officials. For instance, officials in Chicago often take the restrictive position. They question the motives and interest of anyone who seeks access. They seek to uphold governmental privacy and convenience at every turn. Their attitude is that an inquirer must show a "proper" purpose in seeking the records. Some courts in other states have actually upheld refusals to see records because the court felt the seeker had impure motives, though the records sought were obviously public in nature.

Illinois has had few court decisions in this area.

The second approach might be called "balancing." This approach weighs the public's right to know with the governmental interest to be served by secrecy. In this way competing public policies are balanced in each case. The obvious problem with this approach is the long delay which is often necessary to reach a final decision. The balancing approach can also be used to disguise the real basis of the decision, which may well be merely the prejudices of the particular decision maker.

The third theory, and the one the BGA thinks is most proper, might be called the "informed citizen" approach. An honest government has nothing to fear from openness. On the other hand a dishonest government can be exposed only through complete citizen access. This theory presupposes that public officials are merely trustees of public records and that citizens have a right to know how their tax dollars are spent. They also should have a right to know how the public policies under which they live are formulated. Under the informed citizen approach inconvenience to the government officials is not an effective defense against a request for records.

Of course, the BGA recognizes that there should be some checks against possible abuses of the public's right to know. One example is the right to privacy, guaranteed to every person in Illinois under our State Constitution. Any general Right of Access statute should contain a provision designed to guarantee this right to privacy, as do the State and Local Records Acts.

Without presuming to be exhaustive, here are some records which should probably not be open to public scrutiny: juvenile court reports; personal information kept on students, welfare clients, patients in public institutions, prisoners, and parolees; personal information on public employees; information furnished by a taxpayer; specific law enforcement investigative information; the names of persons who file complaints with public authorities; test questions and answers; privately held business secrets which have been revealed to a government agency; preliminary notes, drafts, recommendations, and intra-agency memoranda in which opinions are expressed or policies recommended; and, records which would not be available under the rules of pretrial discovery, were an agency involved in a lawsuit.

We at the BGA urge the Illinois General Assembly to pass a general Right of Access statute during the next biennial session. Our legislators might start by examining the Federal Freedom of Information Act. That act requires the keeping of certain forms of records in addition to providing a right of access. This is a very important feature, especially when put in the context of the "New Way" of political corruption: if no records need be kept, then an abstract right of access is totally meaningless. We urge enactment of a statute that would apply to state and local governments.

The Freedom of Information Act was passed by Congress in 1966. This comprehensive law substituted a policy favoring public release of governmental information for the practice of nondisclosure followed under earlier acts. The act specified nine narrow areas of exemption. Some exemptions, like national defense and intra-agency memoranda, have been further defined and narrowed in court decisions.

The policy of the Department of Housing and Urban Development provides a concise example of how the act works. HUD has a stated policy of full disclosure. Rules relating to that disclosure policy can be found posted in every HUD office. Once a request has been made, there are no delays or reviews. An official is free to give out the requested information without approval from higher officials. Only when a denial is given must a local HUD officer obtain permission.

A denial of a request sparks an immediate and relatively uncomplicated appeal procedure which can even go to the HUD Secretary. Should a denial still be the answer at the highest level, there are established legal procedures to follow.

HUD and all other agencies have officers appointed to handle requests when they reach a certain stage. These institutionalized roles are designed to be sensitive to the public's need to know. Any department can also consult with the Justice Department Freedom of Information Committee.

All is not perfect within this system, bureaucratized as it is. Even with a policy of promptness and simplicity, HUD still takes 21 days to deny a request and 36 days to respond to an appeal — and these are one-third shorter time periods than the average among all federal agencies. This is still far too long, but the situation is much better than the total denials of years past.

The United States Congress has just tightened up the Freedom of Information Act to ensure more faithful agency compliance with the law. Witnesses at the 1973 Congressional hearings testified that many bureaucrats were busy turning the law into a freedom from information act and that the curtains of secrecy were still too often tightly drawn around the business of government. Among the important changes made was the setting of time limits for agency responses to requests for documents, set at ten working days, and for agency response to appeals of denials, set at twenty days. The changes indicate that Congress is serious about making this law serve the purpose of strengthening the flow of information about government to the public, an attitude which Illinois legislators would do well to adopt.

What is needed, then, is both the full enforcement of the existing right of access and a major expansion of the scope of that right. These changes are vital to the very existence of our democracy. In the words of James Madison:

> A popular Government, without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy; or perhaps both. Knowledge will forever govern ignorance: And a people who mean to be their own Governors, must arm themselves with the power which knowledge gives.

Candace Morgan and Yuri Nakata

the acquisition of local documents

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It is generally agreed by the aficionados that one of the most fascinating aspects of the public library's responsibility in providing access to the historical heritage of a nation is the search for local documents and an evaluation of their usefulness.

The experience of the Waukegan Public Library in the gathering and utilization of local records is typical of many libraries across the country. Consequently, a review of these activities will be presented here simply as a case history.

Waukegan is a community in the far northeastern corner of the state of Illinois. It celebrated the centennial of its establishment as a village in 1935, and the centennial of its incorporation as a city in 1959. It thus does not have a long history, but the availability of records of 137 plus years are of growing concern to the citizenry and researchers in many fields.

Interestingly enough, Waukegan does have a claim to one reference in the documented history of early North America. Rare but extant records show that Waukegan was the site of a seventeenth century trading post established around 1695. A 1783 map indicates the existence of only two settlements on the western shore of Lake Michigan: Chicago and Little Fort, the original settlement whose name was used during the first eight years of Waukegan's corporate life. The citizens then decided they did not like the word 'little' and consequently chose the Indian equivalent for Little Fort as a permanent name.

Printed records are scarce from the period that Little Fort was noted on the maps by the eighteenth century cartographers until the publication of a centennial edition of the *Waukegan News-Sun* on June 26, 1935. The centennial edition of the local paper was reverenced as a kind of biblical handbook of facts. Most copies were worn to shreds and the edition was saved from extinction by the library's microfilming of the Waukegan newspapers project.

In 1940 the Waukegan Public Library began its first purposeful program in the field of local history. Prior to that time, the library staff could answer most questions from their own family backgrounds or their knowledge of the availability of records in private ownership. By 1940, there were staff changes, the needs of library users were more sophisticated, and on-site sources became important.

The 1940 plan is still basic and ongoing. It consists of four major activities: (1) acquisition of printed material on the community and the county; (2) compilation by the library of local historical data; (3) promotion of the writing of memoirs or phases of history by individual citizens or representatives of organizations; and, (4) cooperation with area libraries and county and local historical societies.

These four basic elements listed on paper imply a top priority in time and effort. The fact is that a public library's current commitments preclude a favored position for the local history function. Nevertheless, local history has a constant priority value and is considered as essential as any other acquisition and service program.

The importance of the acquisition of printed materials in the field of local and regional history is well-known and needs little comment. The Waukegan Public Library has been assisted in the funding of acquisitions by the Friends organization, a financial support program that is to be found in many parts of the country. These special funds provide the library with the advantage, outside the limits of a tax-revenue budget, of being able to purchase the expensive rare item when it becomes available. This all too often is a one-time opportunity. As so many of the reminiscences of the rare book people point out, any regrets about the purchase of unique but costly materials linger solely around the memories of books the collector did not or could not buy.

The Waukegan Public Library has participated in the compilation and publication of local history. In 1957 a small book called "Waukegan, Illinois: Its Past, Its Present" was compiled and published. It was revised in 1959 and expanded into an enlarged third edition in 1967. The librarian was the editor and the sleuth for historical facts for all three editions. Task forces from the League of Women Voters were responsible for the gathering of current information for each volume. These booklets are now out-of-print,

but available copies in the library remain a major source for the answers to questions that are a part of school assignments and for meeting the needs of nonresident graduate students and authors interested in medium-sized city government and social change. The librarian now serves as a consultant to the Waukegan Plan Commission which has a long-range plan for a comparable publication of historical and current information.

The library has a leadership role to play in encouraging local citizens to write their memoirs on a vanishing aspect of community life or to record the history of national or ethnic groups before the details are forgotten. It also has a responsibility to encourage the writing of the histories of local churches, synagogues, organizations, and institutions by knowledgeable people who have access to nonpublic or closed records. This is usually a labor of love on the part of both the librarian and the volunteer author. The results, however, usually are real contributions to the overall account of the community, its mixture of people, and its changing interests. The library, incidentally, should not forget its own history. It is true that brief histories of many public libraries in the state were published in *Illinois Libraries* in 1968 and 1969. No library, however, stood still after those dates of publication. In case you are wondering who might use a history of a local library — the answer is the graduate library school student.

Cooperation between libraries provides great opportunities for the identification and reproduction of manuscripts and reports for all local historical collections. Some years ago the North Suburban Library System initiated a proposal to establish a reprint program to make available to all types of libraries the out-of-print, the last or single copy pamphlets or documents dealing with neglected or little known facts about the North Shore and the counties served by the system.

A most interesting publication resulted from the NSLS sponsorship of the reprint idea and through the cooperation of the Waukegan Public Library and the Warren-Newport Public Library District. Joint effort centered on the preparation for publication of a very well preserved manuscript. It was judged to be an unusually good example of a memoir with descriptive detail that is representative of the background of a good part of northern Illinois. The text was written by the late Edward S. Lawson, a native of Gurnee. It was published in August of 1974 under the title "A History of Warren Township (Lake County, Illinois)."

The Lawson book may serve as a model for cooperative library publication projects throughout the state. It is packed with details of the once prevailing flora and fauna of the township, the use of the land, the development of roads, and the occupations and activities of the early settlers. It even provides a fresh view of the interpretation of happenings in the area. For example, there is an intriguing explanation of the origin of the name of Half Day, a community near both Gurnee and Waukegan. The common explanation of the origin of the community's name is that it took a half day to get there by horse and buggy from Chicago. Mr. Lawson states, on the basis of community lore: "The name of Half Day is a monument to the stupidity of a clerk in the Post Office Department in Washington, . . . the residents of the village petitioned for a post office, and suggested the name Hafda which was the name of the chief of the Indian village; . . . the clerk assumed that the petitioners were so ignorant that they could not spell Half Day, so he corrected the name for them." And so Hafda, according to Mr. Lawson, has been Half Day ever since.

The Lawson book is available from the Warren-Newport Public Library District in Gurnee, Illinois.

An important phase of a local library's activities in the local history field is cooperation with local, county, and regional historical societies. Some have at least a minimum of tax support. Others are funded by membership dues and special money raising projects. Their programs are sometimes administered by professionals. In other cases, the work is done by volunteers. Their libraries, as in the case of the Waukegan Historical Society, may have been organized initially by retired public library catalogers. In still other localities the cataloging of a historical society library is done by volunteers from the staffs of local libraries. The organizational pattern is not the significant element. Who owns what is not important. The interchange of knowledge of holdings is the key to a productive use of the materials housed in either the society library or the public library. Cooperation in preparing exhibits, booklists, and in sharing the communication channels is all in the public interest and of value to both the library and the historical society.

In summary: the Waukegan Public Library has carried on for three decades a program of acquisition of printed materials. The compilation of local historical facts, the encouragement of the writing of historical contributions by citizens, and of cooperation between libraries and historical societies to build up resources of local, regional, and Illinois history. In addition, the Waukegan Public Library also worked into its specifications for a new building space to be set aside for a concentration of Waukegan and Lake County materials. Opened on December 27, 1965, the

new Waukegan Public Library includes in its reference area a semi-enclosed section, known as the Waukegan Room, which now houses not only local history but also the books and pamphlets written by Waukegan and Lake County authors. The major gap in the program is oral history.

The curiosity of citizens, the focus on local history in school curricula, the impetus of centennials and bicentennials, and the requests for information from researchers from all parts of the nation mandate a local history program in the local library. The program becomes a professional contribution. It is also a highly satisfactory intellectual and cultural pursuit.

information/reference service from local documents: a case study

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To begin, I would like to describe the Municipal Reference Service of the Madison, Wisconsin Public Library. The service began on a trial basis in 1972 with a two-year federal operating grant. Having proved its usefulness, it has been incorporated into the city and county budgets on a 50/50 basis.

The Municipal Reference Service is operated as a branch of the Madison Public Library and is housed in the City-County Building, where most of the city and county offices are located. The purpose of the Municipal Reference Service is to serve the reference and information needs of both city and county employees. It also helps the general public obtain information about Madison and Dane County governments. In doing this, it performs most of the services of a special library.

Because the University of Wisconsin and the state government are both located in Madison, and both maintain excellent library collections, the Municipal Reference Service is not involved in collection building. Instead, the emphasis is on reference service which is done to a large extent through borrowing and photocopying what is needed for other libraries in the area. This is an alternative to a municipal reference library. You don't need to build a library and a separate collection. You need a person to do the work and a couple of shelves of ready reference tools. I operate as an interlibrary loan service and yet I feel very strongly that I am a special librarian. I have a special clientele which I must serve with special techniques. I cannot say "oh well, somebody else ought to have that, why don't you try calling them?" I have to go out and get it — period! They rely on me to get it for them. We operate with two part-time librarians and one part-time library assistant and we do a great deal of leg work. We get on the bus and go to other libraries, check the materials out and bring them back to the office. We also act as a liaison between city and county agencies and the public. We hope that by being friendly, helpful and cooperative with city officials that we can help the public get information from city and county government. We try to point them in the right direction, introduce them to the right people and make the initial inquiries for them.

Now, I am going to contradict myself and say that we are collecting in two areas. One is periodicals and periodical indexes. All city and county departments subscribe to periodicals unique to their particular functions, many of which are not found in local public or university libraries. A union list of these titles has been compiled, and departments have been encouraged to deposit back files with the Municipal Reference Service. We are subscribing to several special indexing services which help us use the periodicals in our reference work. (See Appendix I.)

The other is local government documents. As you already know and as has been pointed out here today, the bibliographic control of city and county documents is almost nonexistent. Therefore, it was

felt that along with reference work the Municipal Reference Service should take responsibility for providing bibliographic control of Madison and Dane County's government publications.

Working as a reference librarian for the Madison Public Library prior to 1972, I had found that one of the first questions people had about their local government was "What can we read that will tell us what the city or county has already planned or done in this area?" Therefore, the first project that the Municipal Reference Service undertook was the creation of a bibliography of everything ever written about or by the city of Madison and Dane County.

We began this task by inventorying all city and county department collections and all the libraries in the Madison area that had document collections. We discovered that we had citations to about 1,500 items. These were arranged into subject categories (see Appendix II) and published in the fall of 1973 as *A Bibliography of Government Publications by and about Madison, Dane County, and other cities and towns in Dane County, Wisconsin*. Since then additional old documents have been discovered, errors have been found in the original citations, and many new documents have been published. All this has been brought together and published in the first supplement to the *Bibliography*.

In order to keep other librarians in the Madison area aware of what documents have recently been published, I write an annotated column for the Madison Area Library Council monthly newsletter and distribute copies of documents to libraries that request them. The Municipal Reference Service collects copies of all of Madison's and Dane County's documents. They are arranged on the shelf in the order that they appear in the *Bibliography*, and the *Bibliography* and its index serve as the catalog to the collection.

It seems to me that the only way librarians are going to be able to give good reference service to local government documents is to have a thorough knowledge of what has been and is being published.

But having a list of document titles is not sufficient; you must also know the content of the documents. A great deal of historical and statistical data is hidden in those pages. You must take the time to read through them and make an index to their contents.

I also want to emphasize that there is a wealth of unpublished data maintained by city and county departments. Real estate records is one example. Assessments, taxes, ownership, mortgages, lot sizes, and other information can be obtained for any property in the area. Genealogy buffs should be made aware of birth, death, and marriage records in the Health Department or Register of Deeds Office.

Have you ever been asked to locate a street name and been unable to find it on the map? The city engineer or county surveyor keeps a record of all the new subdivisions and their street names. Detailed voting statistics and the minutes of committee, board, and commission meetings will be in the city or county clerk's office. The list is endless.

The way to find what information is available and where it is kept is to visit the city hall or county courthouse. Introduce yourself to municipal and county department and division heads and, almost more important, their secretaries. Ask them what they do, what reports they have written and are writing, what records they keep, and especially how and when you can refer the general public to them. Use the records yourself so that you can help others to use them more effectively. Look up your own property, your birth or marriage certificates. Tell department heads that the more you know about what they do and the more copies you have of their reports the less they will be "bothered" by the public. Also emphasize that they should refer people to the library for copies of their reports. It will save them printing costs and the necessity of keeping track of who borrowed what and hasn't returned it yet.

In closing let me mention the *Index to Current Urban Documents*. This index, begun in 1973, is an attempt to give national bibliographic control to local government documents. It is published quarterly with annual cumulations by Greenwood Press.

The publisher has asked public libraries in 153 cities of 100,000 population or more and 25 counties of 1,000,000 population or more to send them copies of local government documents which they then catalog in their *Index*. They also microfiche the documents, which can be bought in entirety or by city or subject categories. The *Index to Current Urban Documents* is a valuable reference tool for large public libraries and college libraries with urban studies programs. It is also an aid to borrowing documents on interlibrary loan and to identifying fields of activity in other cities and counties.

APPENDIX I

MUNICIPAL GOVERNMENT
SOME SOURCES OF INFORMATION

I. PERIODICALS

American City. monthly, Buttenheim Publishing Corp.
Nation's Cities. monthly, National League of Cities.
City. bimonthly, City, Inc.
The Mayor. semimonthly, W.S. Conference of Mayors.
National Civic Review. monthly, except August, National Municipal League.
Public Administration Review. bimonthly, American Society for Public Administration.
Public Management. monthly, International City Management Association.
Midwest Review of Public Administration. semiannually, Central States Conference on Public Administration.
Mayor & Manager. bimonthly, Jefferson Publication Inc.
Urban Affairs Quarterly. quarterly, Sage Publication Inc.
Municipality. monthly, League of Wisconsin Municipalities.
County News. weekly, National Association of Counties.
American County. monthly supplement to County News, National Association of Counties.
Wisconsin Counties. monthly, Wisconsin County Boards Association.

II. INDEXES

Urban Affairs Abstracts, weekly, National League of Cities-U.S. Conference of Mayors.
Index to Municipal League Publications, monthly, NLC-USCM.
Recent Publications on Governmental Problems, bimonthly, Joint Reference Library, Center for Public Administration, Chicago, Ill.
Housing & Planning References, monthly, U.S. H.U.D. Library.
Index to Current Urban Documents, quarterly, Greenwood Press.
Public Affairs Information Service, quarterly, New York Public Library.

III. BOOKS

Municipal Yearbook, annual, International City Management Association.
Municipal Index, annual, Buttenheim Publishing Co.
GAR Directory, annual, Governmental Research Association, Inc.
Municipal Management Series, 15 titles prepared for the Institute for Training in Municipal Administration sponsored by the International City Management Association.
Metropolitan Communities; a bibliography, 5 volumes, sponsored by the Institute of Governmental Studies, University of California, Berkeley, published by Public Administration Service, Chicago, Ill.
Governing Urban America, by Charles R. Adrian and Charles Press, 4th ed. 1972, McGraw-Hill.
Local Government System of Wisconsin, by James R. Donoghue, 1968, U.W. Institute of Governmental Affairs, reprinted from the 1968 Wisconsin Blue Book.
American County Government with an annotated bibliography, by John C. Bollens, 1969, Sage Publications.
County Government in America, by H. S. Duncombe, 1966, NACORE.
Profile of County Government, 1971, U.S. Advisory Commission on Intergovernmental Relations.

IV. ASSOCIATIONS (Encyclopedia of Associations)

International City Management Association
National League of Cities-U.S. Conference of Mayors
National Association of Counties
National Municipal League
American Society for Public Administration
National Urban Coalition
American Society of Planning Officials
Council of Planning Librarians

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At the end of her paper and during questions and answers, Mrs. Waidelich made the following points:

1. The library should urge committees, boards, etc., to tape record meetings and make copies available to the library.

2. A report worth looking at is:
Leland, Robert C. "Secondary School Education and Local Governments," *Management Information Reports* 6: 1-17 (July 1974). (Available on subscription only.) This report advocates that local government officials assume a major role in improving the teaching of local government in the schools. It includes guidelines, case studies and a bibliography.

3. An ordinance requiring the deposit of a specified number of copies of documents in the library is an excellent idea and she is working on one for Madison. However, it would not replace personal work to acquire documents.

4. She checks out books to students and the general public as well as to city and county employees. As long as this privilege is not abused she plans to continue the practice.

interlibrary cooperation to provide access to local documents in illinois: a statewide view

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The Network in Illinois is now being called ILLINET — Illinois Library and Information Network. It consists of the 18 library systems in Illinois and the four Research and Reference Centers — Chicago Public Library, the University of Illinois at Champaign, the Illinois State Library, and Southern Illinois University at Carbondale. The Network also consists of the 539 local public libraries belonging to the systems, 113 academic libraries, and 93 special libraries. In addition we have added a special resource library of last resort — John Crerar Library in the areas of science, technology, and medicine. We hope to announce after the first of the year that the University of Chicago will be another special resource library of last resort in the area of nonfiction. ILLINET exists to help local libraries in serving the needs of their clienteles.

In 1960s we witnessed a development of long-range significance. A new attitude in virtually all types of libraries concerning the users right to information and the libraries responsibility to deal with that right. This attitude reverses the traditional philosophy that every library should be internally self-sufficient and that its responsibility ended when the user was brought together with information in its own collection. Librarians are now taking the attitude that they have the responsibility to assist the user and go beyond the immediate collection if necessary to where the information can be located. ILLINET has concentrated on opening up large resource collections to the citizens of Illinois. However, there is a wealth of information and material at the local level that we really have not been able to obtain. I think this is where the local libraries can come into the picture. That, of course, is in the area of local documents and information.

I want to second what has been said today about local history being extremely important. However, I am not going to mention it very much at this time because it has already been adequately covered.

I am interested this afternoon in discussing the provision of information to the governmental officials who need it, in the here and now, and also in the collection of those documents so that they can be used to provide information, not only to various government officials but to citizens in various communities. I think that this is an extremely important program, and I believe that we probably have the structure of libraries and commitment of librarians in Illinois to really move into this area in a much greater way than we have in the past.

As Ann indicated earlier, when you are talking to your governmental officials about obtaining local documents, this is an excellent time to explain to them what the library has available, not only in its collection, but available from other libraries because of interlibrary cooperation, because of having access to systems, and because of having access to large library resource collections. As you know many of your local officials, appointed and elected, belong to various statewide associations. This is an excellent way to meet people with information needs. Librarians should attend these meetings and rub elbows with officials. Sit down to dinner and ask them where they get their information, have they tried their local library? It is an interesting fact, however, and I am sure many of you know it, that very few local government officials as a rule think of the local library to obtain needed information. There was a study in 1969, sampling city governments from the large metropolitan areas down to below 20,000 population. The library ranked somewhere around 38 in terms of a source where the official would go for information.

We might try as a state agency to be involved with various associations at the state level and carry the library story to them, in their particular meetings. Hopefully, this will reinforce what you are doing at the local level. This may be one way we can help you. In doing this, it may also help the citizens to get this current information that I feel that they do need,

especially as they try to understand local government and try to improve it.

Now — I come to the page where I made all my marks this morning as Alice was talking, and I can't emphasize enough my agreement with many of the things that she said. It does take a special person or at least an assigned person to go out to the community to meet with government officials. You have to get out of the reference departments. Directors must release the reference staff to go to local agency officials and meet with them. It has to be on a one to one basis.

When we began our service to the legislature in Missouri, our librarians had to work with secretaries of legislators until they achieved credibility with the legislators. That was achieved in a very short time, and we had secretaries saying, "He will want to talk to you, please have a seat." I think when you get to that point, when you are going to talk to the person who wants the information, it will give you an opportunity to bring up other things.

One of the interesting things about service to government officials is that when you are talking with them about information needs, you also can work toward obtaining local documents from the agencies or the city councils. I think that since they will know who you are, will know your directors in the smaller communities, you can begin to get the local documents from them and have them in your library in an organized fashion so that they are retrievable to everyone. Someone has to take the initiative, why not librarians?

It is absolutely amazing when you talk to local government officials and ask them where they get information and they tell you they write Washington, D.C., or they call up another city of the same size, etc. They don't realize in many cases that the library probably has the census information that they need (e.g., to fill out forms for the federal government), or could easily get it, and I think that it is a tragedy that many government officials under various deadlines by the state or by the federal government do not use their local library because they don't realize what the local library has. I think the citizens who do not want to go to city government and ask for information because they may be planning something, should know what you have in your library and it should not be located just in the local history area. When you are collecting local history and local documents that are of interest today, to the citizens, there should be some way that you can let them know that this information is there and that your staff knows where it is when they come in asking for it, so that they don't get turned away by "no, we don't have that." It is a matter of staff training in terms of availability of information.

If you begin serving city government and local government officials for any specialized clientele, take the business community, they are going to be asking for information and they are going to want it right now, as Ann indicated. The structure of the network is not in the law, the various channels we are using now were set up and can be changed at any time that we find out that they are not working. If you begin serving local government needs, your reference department is going to have to act fast. I think this is where the systems and ILLINET should be able to help you out, by helping you to be more aware of where information is, so that when the question comes when you need an answer fast — you will know where to call and hopefully if they don't have the information, they will know where to go to get it.

We do have an information aspect to the library network — as you probably know or should know we are not only borrowing books throughout all of these resources, we also are answering reference subject and information questions at the R & R Centers. The State Library receives probably 80 to 85 percent of the requests that are not filled at the system level, using documents and the various special collections in the State Library to fill them. If we cannot fill it at the State Library, we send it to the University of Illinois/Urbana or Southern Illinois University/Carbondale.

Back to local documents. The network is set up to retrieve these items if only we know who was collecting them. If we know that each library was making a conscientious effort to collect local government documents or seeing that these documents were available, we would be able confidently to refer people to the local library. Better yet, in some instances, we would be able to call and ask for interlibrary loan through the network. Through the survey recently completed, we are beginning to have an idea of where items are being collected. The network can only work well if the local library correctly interprets the user's needs. Likewise, if the local library assumes the responsibility of collecting local documents or seeing that they are available, such materials can be accessed locally or through the network for users throughout the state who have various and often specific needs.

Collection of local documents along with service to local government officials can only strengthen the local library in its community and make more information available to citizens wherever they might be.

Thank you for your attention. If I can be of any assistance to you, please do not hesitate to contact me at the State Library.

interlibrary cooperation to provide access to local documents in illinois: a system view

beth mueller
administrative services librarian
suburban library system
hinsdale, illinois

Library systems are, as you know, part of the Illinois library network. There are eighteen of them and they can play a variety of roles in this local documents picture. I see the systems role as mainly that of a catalyst. We may do some collecting and we may do some distribution, but since there is a limit to what we can do in these areas, our prime role must be that of a catalyst. We ought to be able to identify what local documents are available in our member libraries, providing access to them for the rest of the state network and also gaining access to local documents outside of the system for a member library upon request. There are all kinds of ways of going about this. One of the things the Suburban Library System has done is to obtain representation on the boards of several regional planning agencies, including POW, the Palos, Orland, Worth Planning Council, and WILLCO, which includes approximately a dozen suburbs in the Park Forest area. They publish materials which we distribute to libraries within the appropriate area. In addition the system has a paid membership in NIPC, Northeastern Illinois Planning Commission. Our experience with these groups bears out what has been said earlier about the advantage of the library presence at meetings. At first they said "that is the library lady." But now when they have a problem about libraries, even if it has nothing to do with the system, they know who we are, they call us and we can refer them to the local library which is involved. NIPC, for example, was holding open hearings on TV channel 11 about the Regional Transit Authority. One week before the hearings were to be televised they called the Suburban Library System and said they would like to have the document in local libraries in six different systems. They provided us with over 250 copies and we had them delivered with the help of NEIDS (Northeastern Illinois Delivery System). They were happy because they had made about fifteen telephone calls and we were the first people who could help them. It was good for us because we were able to avoid the situation of having the newspaper say the document is in a local public library when it isn't.

Oral history is another area in which a system can act as a catalyst. The Suburban Library System has about eight libraries in one region which are working on an oral history project. The system is offering moral support, encouraging them to continue the endeavor. Hopefully the collection will eventually be housed in one of the community colleges in the area.

Systems can also sponsor local documents workshops like this one on a regional level. Many systems are computerizing. It is mainly for circulation now but perhaps in the future it could be used to store a catalog of local documents.

Systems can publish titles about local history. Public libraries are now writing local histories for the bicentennial. Suburban Library System has its own printing service. By providing printing without labor costs we are doing a small bit toward helping develop local history in the system area.

Finally systems can help by collecting regional and multiregional documents. The personal contact is important for this as it has been mentioned several times today. You can be collecting documents at the same time as you are attending meetings to represent the system.

pot pourri: final questions and comments

joyce horney
head, circulation and special
services branch
illinois state library
springfield

To conclude the program of the local documents workshop, all of the speakers assembled for a discussion and audience-participation session on the day's topic. The questions and comments fell into three main areas: problems and techniques of acquiring local documents, ideas for organizing and preserving this material, and suggestions for publicizing its availability and increasing its use.

The panelists agreed that the first step toward acquiring material for a local documents collection is to let local government officials know that the library wants their publications. Several participants commented that these officers are often most helpful and cooperative, especially when reminded that the library can save them time and space by becoming the location where school children writing term papers, service organizations, pressure groups, and other citizens can consult council minutes, local ordinances, zoning maps, or budget documents. Often the library is open more hours, or more convenient hours, than government offices. By nature it is equipped to give suitable storage space to older minutes, reports, maps, and other items that should be preserved for historical reasons.

But some public officials are noncooperative or hostile about making their documents available to the library, and several questions and comments dealt with this problem. One suggestion was to remind them of the various open meeting and freedom-of-information laws. Another was to offer help in organizing the material in exchange for access. Mrs. Ihrig suggested that a competent volunteer might be found among the library's supporters who would index council minutes. All the panelists agreed on the absolute necessity for personal contacts with public officials if the collection is to be kept at all complete and up-to-date. Panel members and Chicago area librarians in the audience discussed the necessity, for instance, of being physically present in City Hall in order to obtain canvass sheets for election results. Local census figures also present problems.

Legislation requiring the deposit of local documents in the library, similar to the state and federal depository laws, was another suggested solution. There was agreement that such an ordinance would help; State Library staff and Mrs. Hilburger of the Chicago Municipal Reference Library warned, however, that such laws usually lack "teeth," so personal follow-up is still needed. Discussion of what level of government or jurisdiction should be encouraged to enact such legislation led to a concensus that a state law requiring deposit in local libraries might be most useful. However, the multiplicity and overlap of municipal governments in Illinois made it difficult to decide just how such a depository program would work. Ms. Mueller suggested that coordination of such a project would be a suitable function for the library systems of ILLINET.

Mrs. Ihrig urged librarians not to shy away from the "friend-in-the-village-hall" special influence technique when other methods fail. She stressed that an influential member of the library board or a public official belonging to the Friends of the Library can be a powerful ally, and librarians should not hesitate to pressure such friends to aid in promoting the library's interests by forcing the release of controversial documents or overcoming the reluctance of some lazy city hall employee who refuses to retrieve materials from basement storage!

Mrs. Nakata reminded librarians that most libraries holding certain documents will photocopy or lend these materials for photocopying, so this is another way of building a local collection.

Mrs. Waidelich and Ms. Morgan both told of successes in obtaining municipal documents from the personal holdings of public officials. United States presidents have set an example by donating their papers to libraries, and frequently outgoing municipal officers are most willing to consign the boxes of material accumulated during their terms of office to their libraries instead of their attics or garages!

Money to carry out a program of acquiring and maintaining a local documents collection is a problem for most libraries. Again, such organizations as the Friends of the Library were suggested as sources of financial support. Although the procedures for ob-

taining bicentennial funds are not clear in all communities, this was suggested as a likely source of funds, particularly for the initiation or organization of an historical collection.

Ideas for preserving local documents and organizing them for public use ranged from microform to finding lists. *Legislative Directory* and *Government of the City of Chicago* were the only identified lists of municipal agencies which might assist catalogers in organizing materials. Some states publish manuals that might have possibilities for adaptation to local structures. Michele Strange and Yuri Nakata, of the University of Chicago, have developed a classification system for state documents which they describe as possibly adaptable to local use.

Mrs. Ihrig suggested that frequently officials of small municipalities are amenable to suggestions about *how* they produce their documents, and that explanations about the desirability of wide margins, good quality paper, or manageable size often fall on receptive ears. She stressed the importance of binding council or board minutes, both as a means of physical preservation and as a deterrent to theft or loss.

A number of participants felt that if the results of the survey of municipal document activity in Illinois libraries reported earlier in the day were arranged by size of community, librarians in other communities of similar size might find this feature of the report useful. Mrs. Nakata agreed to work on such a format.

Anthony Miele, head of Technical Services at the State Library, commented, in response to a question in microfiche as a format for preservation of municipal documents, that with paper becoming not only expensive but scarce, microfilming is becoming very important. He strongly advised the use of a good professional service agency if there is one in the area. A more difficult way is for the library to do its own microform production. He mentioned there are microfiche cameras available within the means of most villages, and that staff training should not be too difficult. It was suggested that a Friends group might want to purchase such a camera for the library. This might also be a way systems could promote and coordinate local documents activity in their areas.

Promoting the use of municipal documents and developing good public relations for the library can be complementary activities. Mrs. Ihrig suggested several ways of using documents as one would use any other special type of library material in press releases, TV programs, contacts with community groups, and displays. A local newscast might include the information that maps showing the area of the zoning controversy just discussed are available at the local library, or that the library can supply a copy of the public hearings on a current pollution problem. Displays of documents could be arranged in the village hall or on a downtown mall as well as in the library. Social studies teachers might be advised that source materials, such as board minutes and engineering studies, are available for students doing term papers on local government problems. Service and political action groups could be notified that background documents on local current events are available at the library.

Following is a list of some of the materials and sources mentioned in the discussion:

Better Government Association
316 N. Michigan Avenue
Chicago, Illinois 60601

Various publications available to libraries on the results of their investigations.

Chicago Municipal Reference Library
Room 1004
City Hall
Chicago, Illinois 60602

1. *The Government of the city of Chicago; a guide to its structure and function with a directory of officers.* 1973. 24p.
   Covers city government only; 25¢
   (ISL call number 352.008 CHIC 2)
2. *Checklist of publications issued by the city of Chicago.*
3. *Recent additions.*
4. *Recent additions to the Police Branch.*

These three periodical frequency titles are available free; ask to be placed on the mailing list.

Chicago Association of Commerce and Industry
130 South Michigan Avenue
Chicago, Illinois 60603

Legislative directory. Annual.

Covers governments of Cook County and surrounding area as well as city of Chicago. 1973/74 edition priced $5.

Cook County Clerk
County Building
Chicago, Illinois 60602

Directory of officers. 1974

Includes both Chicago and Cook County. Free.

Council of State Governments
Iron Works Pike
Lexington, Kentucky 40505

Has a collection of organization manuals from all states which may help in developing an organization plan for documents. Available on interlibrary loan from Barbara Nelson, librarian.

Illinois State Library
State Documents Unit
Centennial Building
Springfield, Illinois 62756

Directory of selected Illinois state agencies. 1974. 54p.

Free: ISL call number is I353.9773 I29d.

Strange, Michele, and Nakata, Yuri

The classification system for state documents developed by these authors will be published by the University of Illinois Graduate School of Library Science. Request from:

Occasional Papers Series
Publications Office, 215 Armory Building
Graduate School of Library Science
University of Illinois
Champaign, Illinois 61820

Tips from CLIP
Cooperative Library Information Program
Box 1437
Madison, Wisconsin 53701

Occasional newsletter on library publicity and promotion.
1974 price: $5 per year.

selected bibliography on local documents

mrs. mary jane hilburger
chicago municipal reference library
chicago

Benson, Joseph, "Municipal Reference Library of Chicago," *Illinois Libraries* 41:540 – 2 (September 1959).

A description of the Chicago Municipal Reference Library.

Bockman, Eugene J., "The Exchange of Local Government Documents," Municipal Reference Library Notes (New York Public Library) 34:333 – 36 (September 1960).

The need for an exchange agreement between large cities' municipal reference libraries is urged.

Bockman, Eugene J., "Municipal Reference Libraries," *Library Journal* 87:1545 – 47 (April 15, 1962).

The laws authorizing the creation and defining the scope of the Municipal Reference Libraries of New York, St. Louis, Milwaukee, Cleveland, Cincinnati, Chicago, Baltimore, San Diego, Detroit, and Honolulu are discussed.

Hall, David, "Milwaukee's Municipal Reference Library; at the Call of City Hall," *Wisconsin Library Bulletin* 65:93 – 4 (March 1969).

A description of the Milwaukee Municipal Reference Library's collection. The duties of the librarian are discussed.

Hernon, Peter, "Municipal Publications: Their Collection and Use in Reference Service," *Special Libraries* 64:29 – 33 (January 1973).

The problems in bibliographic control of local documents and the resulting difficulty in use is discussed. Sources of information on their acquisition are cited.

Lewy, Cheryl Winter, "Urban Documents as Reference Tools," *Government Publications Review* 1:269 – 275 (Spring 1974).

Difficulties of control of and access to local documents are discussed. Major types of documents are listed, defined, and described: proceedings, ordinances, annual reports, statistical reports, finance publications, rules and regulations, bulletins, and news releases.

"Municipal Reference Libraries," *Municipal Reference Library Notes* (New York Public Library) 34:125 – 8 (April 1959).

The trends leading to the establishment of municipal reference libraries in the early twentieth century are discussed. Examples of successful operations are cited.

"New York City Municipal Reference Library, 50th Anniversary, 1913-1963," *Municipal Reference*

Library Notes (New York Public Library) 37:58 – 78 (March 1963).
Excerpts of the dedication ceremony of the New York Municipal Reference Library in 1913 and a chronology of significant events, and projects on which the library worked.

Pinkney, Gertrude, "So you Want to Start a Municipal Reference Library," *Special Libraries* 64:378 – 80 (September 1973).
Detroit Municipal Reference Library's organization, operation, and area of subject strength is described.

Powell, William S., "Local Material for Reference — Their Acquisition and Administration," *Southeastern Librarian* 11:293 – 6+ (Winter 1961).
The importance of collecting materials on the local level is stressed. Sources and methods of obtaining information are suggested. Cataloging and indexing of the material by knowledgeable personnel is then discussed.

"Public Access to Information; Research Study," *Northwestern University Law Review*, 69: entire issue (May-June 1973).
Study of public access to state and local documents in Illinois and Chicago. As a frame of reference, a study of availability of information at the federal level begins, followed by a summary and interpretation of laws for public agencies within the state of Illinois and the city of Chicago.
Case studies utilizing written and in person requests for information from Illinois, Cook County, and Chicago agencies relate the level of success in obtaining the requested material. The volume concludes with a study of the effects of computers on public access to government held information.

Shannon, Michael O., "For the Control of Municipal Documents," *Special Libraries* 61:127 – 30 (March 1970).
A history of the progress toward bibliographic control of local documents is discussed. Sources of listings for state and local documents are cited. The author urges a survey of the needs of local document collection and bibliographic control toward the goal of a nationwide listing of municipal publications.

Tripp, Pat, "On the Tracks of Municipal Government Publications in Canada," *Canadian Library Journal* 28:464 – 67 (November-December 1971).
The difficulties involved in bibliographic control of the many types of local documents in Canada are discussed. Existing sources of control in Canada are described and recommendations for greater bibliographic control are suggested.

Watson, Joyce N., "A New Municipal Reference Library for Metropolitan Toronto," *Ontario Library Review* 49:123 – 4 (August 1965).
A description of the newly established Toronto Municipal Reference Library and the types of materials that are collected.

urban documents as reference tools

cheryl winter lewy
municipal reference library
chicago

ABSTRACT

The author's thesis is that the key to using municipal documents as a valuable reference tool lies in knowing the statistical and substantive information which they contain. This paper points out the problems of access, availability, and bibliographic control. It reviews the municipal documents which contain the most useful information, i.e., annual reports, statistical reports, proceedings, minutes, news releases, bulletins, budgets and appropriation ordinances, rules and regulations, and ordinances. Con-

Reprinted from *Government Publications Review*, Vol. 1, pp. 269-275 (1974). Pergamon Press. Printed in U.S.A.

cludes that the potential worth of municipal documents as reference tools will be increased through the use and knowledge of the indexes published with the documents themselves which provide internal bibliographic control and subject access.

Municipal documents can be a valuable source of otherwise unobtainable information. Businessmen can find in urban documents the marketing data and demographic studies necessary to develop successful sales campaigns. Builders and others involved in the construction industry can find in urban documents easily accessible compilations of the housing, electrical, and plumbing codes with which they must work everyday. Lawyers must use municipal codes and ordinances to determine what the law is today and use council proceedings to help guess what the law will be tomorrow. To teachers and students, municipal documents comprise the primary reference sources in learning about the structure and operation of the government, and to consultants and planners urban documents provide the essential background upon which their recommendations for the future must be based.

But, despite the unique value of urban documents as reference tools, there have been substantial impediments to their widespread use. First, the potential user has been confronted with insufficient devices to enable him to determine what documents have been produced. The existence of specific urban documents could be derived only from checklists or acquisitions lists issued by just a small number of cities, and therefore the process of determining what documents exist had a haphazard and unsystematic quality. A second problem plaguing the potential user has arisen from the limited availability of many of the documents. Most cities do not have a central depository or a single distributor for their documents and often insufficient copies of a particular document are produced. The trend toward the establishment of central depositories might help alleviate the latter problem. (A partial list of municipal reference libraries is included as an appendix to this paper.)

In addition to the difficulties of access to and availability of urban documents, steps have not yet been taken to reduce the confusion that any layman must experience in attempting to use these documents. The confusion stems from three principal causes: (a) the emphasis on form rather than substance in most attempts to list and index the available material, (b) the large number of municipal documents that appear in more than one source, and (c) the practice of publishing documents relating to a given legislative action at various stages of the action's development.

The first of these three practices limits the utility of the documents since the type and form of the information contained in the documents is not always apparent from their bibliographic citations or their entries in subject indexes. Bibliographic descriptions include author, title, publisher, date, and pages, but do not usually include a contents note. An annual report would be bibliographically described as such, without revealing that it contains numerous other types of information. In addition, subject entries in standard tools generally classify a publication under the broadest subject heading to which it belongs, such as transportation, fire, environmental protection, etc. This practice hinders the fullest use of a publication because the classifier is often forced to omit the more specific categories of information within the publication, which in the case of documents, might constitute their most significant contribution. The *Index to Current Urban Documents* has partially alleviated this problem by entering, for example, the Boston, Massachusetts, Fire Department *Annual Report*, under the following subject headings: fire-statistics, fire departments, fire losses-statistics, fire prevention-statistics. However, these entries only indicate the subject content of the reports. The fact that an annual report also contains an organization chart, illustrations, the commissioners' annual message, etc., are not indicated either bibliographically or through subject entries.

The second source of confusion is created by the issuance of the same publication in two or more "contemporaneous" series. For example, the *Annual Message of the Mayor of Chicago,* for the year 1900 was printed simultaneously in three separate publications, (1) in the *Journal of the Proceedings of the City Council*, for the years 1866 to 1931; (2) in the Department of Public Works *Annual Report*, for the years 1889 to 1914; (3) in the *Annual Message of the Mayor and Annual Reports of the Various Officers and Departments*. . . . Each report is a duplication of the same text. Also, the duplicate publications often present variations in pagination and citations which can be very confusing to the user. The *Annual Message of the Mayor* was subsequently published as his *Annual Report,* which was issued from 1960-1970, as an illustrated magazine supplement to the Chicago newspapers. In 1973, the Mayor, Richard J. Daley, presented his *Annual Report* during a televised broadcast, without issuing a published version of the report.

Another example of the same publication being issued in two or more contemporaneous series per-

tains to the Chicago Board of Education's *Proceedings*. For example, their *Proceedings* of 1969/70 contain some reports which were also issued as separate publications in a separate series, such as the *Annual School Budget* and the *Annual Financial Report*.

Third, completed actions of the legislature or the executive not only find their way into more than one document, but occasionally they may be published prior to completion. These earlier versions of a document may possibly be confused with subsequent publications of the document which are produced at later stages of the action's development. Therefore, a user might mistakenly use urban documents interchangeably, which should not be substituted for one another. The classic example is the budgetary process. A budget is first proposed, then amended, then enacted into law, and finally carried out as an appropriation ordinance. At each of these four stages, the budget is published, sometimes accompanied by a message from the executive. If a user is not aware that the sums entered in one budget may be changed at each step, he may utilize the documents' figures erroneously thereby invalidating the worth of the tool.

The remainder of this paper will attempt to alleviate some of the potential confusion to users resulting from the practices discussed above by indicating the major types of municipal documents and briefly indicating what kinds of information can be found in each.

PROCEEDINGS OR MINUTES

Proceedings or minutes are either verbatim or revised accounts of the meetings of the administrative or legislative bodies of cities, authorities, special districts, regional councils, etc. The proceedings actually contain more information than just the actions of the body. It is a common practice to reprint in their published proceedings, entire reports which have been submitted to the various governmental bodies. These reports might include annual reports, annual budgets, statistical reports, consultant reports, directories of officials, monographic reports, rules and regulations, new ordinances, legislative histories, etc. These reports may or may not have been issued as separate prints as well. It is also possible that the proceedings or minutes are the only available sources for some consultant's reports, department reports, or legislative histories.

Proceedings and minutes are arranged chronologically in their bound form by meeting date. One to two years of meetings are generally bound together depending on a body's session or fiscal year. There are two ways a user can gain access into most proceedings or minutes, (1) by knowing the date of the meeting, the minutes of which contain the information that he needs, (2) by using the comprehensive index to the proceedings or minutes which is sometimes provided by the governmental body or commercial publisher. These indexes vary in quality, completeness, standardization of entries, and types of approaches (i.e., author, subject, date, title, etc.). Despite the difficulty in using them, proceedings and minutes can often be the single most valuable resource tool in the area of urban documents.

ORDINANCES AND MUNICIPAL CODES

Ordinances are the texts of the laws and are published chronologically by legislative year or session. This chronological form of publication creates a need for some means of subject access. Municipal codes provide a compilation of the laws in force arranged by broad subject topics. Each subject topic is given a descriptive title and divided into numbered sections. The printing of complete municipal codes is usually carried out by commercial publishers. Statutory or ordinance compilations must be updated to maintain their usefulness. This is usually done through pocket parts located in the back of bound volumes, through looseleaf additions, or through revised editions. The publication of local laws and ordinances is not always consistent or complete. As a reference tool, municipal ordinances contain the answers to most questions regarding the functions of government such as: city charters, seals; emblems; zoning, building, electrical, plumbing codes; health and sanitation provisions; licensing powers; and public safety provisions.

ANNUAL REPORTS AND MESSAGES

An annual report or annual message is a report of operations during the past year. These reports are usually issued by bureaus, departments, and/or their respective administrators. Until recently, urban agencies have not had a uniform plan for issuing these reports, thereby causing a lack of general availability. Often the reports are published in mimeographed or typewritten form which tended to make them ephemeral and harder to keep under bibliographic control. In an effort to rectify this situation, a current trend among city agencies is for the issuance of a single comprehensive consolidated annual report. For example, the City of Honolulu began issuing a consolidated report in 1968/69. The Honolulu consolidated report replaced approximately twenty-five individual department and agency reports. When using annual reports as reference tools, the user will

generally find that the reports of the subordinate bureaus within larger departments are the most detailed and complete. The annual reports are generally a good source for illustrations, detailed operational statistics, progress reports, commissioners reports, and organizational charts.

STATISTICAL REPORTS

Statistical reports are usually composed of charts and tables reflecting the activities of an agency. Statistical reports are often planned as a supplement to the regular annual report. Also, statistical reports may be specifically designed to permit similar agencies in other cities to use them for reference and comparative purposes. Pertinent types of information which might be found in statistical reports include financial statements, personnel statistics, operational data, staff activities, lists of department merit awards, organizational charts, etc.

FINANCE PUBLICATIONS

As mentioned above, the budgetary process is complex and varies slightly in procedure depending on the format followed by cities, special districts, regional councils and authorities. Most of the bodies who have the authority to levy taxes and make appropriations carry out the budgetary process as it is set forth in the laws under which they operate. For example, the City of Chicago carries out the financial steps required by the *Illinois Revised Statutes.* The financial publications which usually emanate from government bodies are budgets, executive messages, comptrollers' reports, and appropriation ordinances.

Comptrollers' Reports

The comptroller or an official designated for a similar purpose is usually responsible for the receipt, collection, and disbursement of the corporate authority's revenue. Prior to the budget being prepared by the corporate authority, the comptroller submits a report of his estimate of the amount of money which he deems necessary to defray the expenses of the corporate body for the next fiscal year. The comptroller usually compiles this estimate on the basis of statements of current and proposed expenses which are submitted by the officers of each department. In his report, he classifies the different objects and purposes of expenditure, shows the aggregate income of the preceding fiscal year, and gives any other information which he feels will be needed to prepare the budget.

Budget

The budget document may be known as the budget, executive budget, or proposed budget. The budget document is often accompanied by a message from the administrative officer which is explanatory in nature and may be published separately. The budget document sets forth the amount of assets available for expenditures, taking unpaid charges and estimates of taxes into consideration. The budget document then specifies the objects and purposes for which appropriations are to be made and the amount proposed to be appropriated for each object and purpose, covering expenditures such as operating costs, accrued interest payments, corporate fund payments, liabilities, uncollectable taxes, etc. The budget document is then submitted by the administrative officer for legislative review and enactment.

The budget document as submitted by the administrative officer is usually available for public inspection and recommendations for change. Prior to any final action taken on the passage of the document, and subsequent to the public hearing, the corporate authorities may revise, alter, increase, or decrease items contained in the budget document.

Appropriation Ordinance

Once the budget has been made public and all the necessary changes made, the corporate authorities enact the final budget which may be known by many names, among them appropriation ordinance, final budget, etc. Detailed schedules supporting and supplementing the appropriation ordinance may be published simultaneously. Depending upon the jurisdiction, they may or may not be considered part of the appropriation ordinance itself. The final appropriation ordinance is then published and made public.

As reference tools, the financial publications sometimes contain supplementary types of information such as personnel pay schedules, municipal debt statements, corporate fund statements, annuity and retirement fund statements which might be helpful to the user.

RULES AND REGULATIONS

Rules and regulations are the product of attempts by administrative agencies to interpret laws and ordinances and administer programs under their charge. Agencies which have regulatory powers usually issue rulings and regulations as separate pamphlets or in a series of publications. This type of urban document serves as a useful reference tool in answer-

ing questions pertaining to administrative guidelines, enforcement mechanisms, eligibility requirements, etc.

BULLETINS

Bulletins are usually issued by various bureaus and departments. They are serial publications which serve the same purpose as current periodicals in presenting events, new developments, human interest stories, and other pertinent information to interested readers and other governmental agencies.

NEWS RELEASES

News releases are similar in nature to newspaper articles. However, they are official documents issued by an executive or agency which provide the most current information concerning new developments. As a reference resource, news releases are difficult to use because they are rarely controlled bibliographically. They do not always have distinctive titles and, as a result, they are generally not included in bibliographies or indexes.

Some municipal documents provide their own bibliographic control and subject access through indexes prepared for and published with the documents (usually in their bound form). The indexes provide the various standard approaches such as author, subject, title, etc. The potential worth of municipal documents will never be fully realized until the existence of the documents' own indexes are widely known and their use increased. It is unfortunate that currently no resource tool indicates which urban documents provide their own indexes.

APPENDIX

Partial List of Municipal Reference Libraries

1. Mr. Aaron L. Fessler, Director
   Urban Documents Program
   Greenwood Press, Inc.
   51 Riverside Avenue
   Westport, Connecticut 06880

2. Documents Unit
   Illinois State Library
   Centennial Building
   Springfield, Illinois 62756

3. Social Science Dept.
   Chicago Public Library
   78 E. Washington Street
   Chicago, Illinois 60602

4. Mr. Joseph Benson, Librarian
   Joint Reference Library
   1313 East 60th Street
   Chicago, Illinois 60637

5. Mrs. Gertrude Pinckney
   Municipal Reference Library
   City-County Building, Room 1006
   Detroit, Michigan 48226

6. Mr. Eugene Bockman
   Municipal Reference Library
   2230 Municipal Building
   New York, New York 10007

7. Municipal Reference Library
   Room 13, City Hall
   St. Louis, Missouri 64503

8. Mr. Gerald P. Caffrey, Director
   Legislative Reference Bureau
   City Hall, Room 404
   200 East Wells
   Milwaukee, Wisconsin 53202

9. Mr. Leon A. Rubenstein, Director
   Dept. of Leg. Reference
   City Hall, Room 312
   Baltimore, Maryland 21202

10. Miss Jeanee Mahler
    Free Library of Philadelphia
    Public Documents Division
    Philadelphia, Pennsylvania 19107

11. Mr. Lee Wachtel
    Municipal Reference Library
    City Hall 1
    Lakeside Avenue
    Cleveland, Ohio 44114

12. Exchange and Gift Division
    The Library of Congress
    Washington, D.C. 20025
    (Mr. Jennings Wood, Chief)

13. Wilma J. Dewey, Principal Librarian
    Municipal Reference Library
    Room 1003, City Hall
    Los Angeles, California 90012

14. Miss Shirley Stewart
    Municipal Reference Library
    550 Erie Street
    Toledo, Ohio 43624

15. Mr. Lawrence J. O'Toole, Director
    Bureau of Municipal Research
    Room 215, City Hall
    Syracuse, New York 13202

16. Mr. Harold Wilson
Municipal Reference Library
307 Municipal Building
Seattle, Washington 98104

17. Governmental Reference Library
602 County Admin. Center
San Diego, California 62101

18. Miss Dorothy Drake
Sacramento City Library
Business and Municipal Dept.
9th and I Streets
Sacramento, California 95814

19. Municipal Reference Library
Room 224, City Hall
Cincinnati, Ohio 45202

20. Dallas Public Library
Community Living Dept.
Municipal Reference Section
Dallas, Texas 75202

21. Mr. Wm. Smith
Natl. League of Cities &
U.S. Conference of Mayors Library
1620 Eye St., N.W.
Washington, D.C. 20006

22. Mr. James H. Burghardt
Social Science and Science Dept.
Portland Public Library
801 S.W. 10th Avenue
Portland, Oregon 97205

23. Mrs. Oi-Yung Chow
Municipal Reference Library
318 Municipal Building
Honolulu, Hawaii 96813

24. Miss A. H. Smith
City Librarian, Public Library
Market Square
Johannesburg, South Africa

25. Miss Margaret R. Grigg
Municipal Reference Library
Auckland City Council
Private Bag
Auckland, New Zealand

26. Miss Joyce Malden
Municipal Reference Library
Room 1004, City Hall
Chicago, Illinois 60602

Directories of Special Libraries

1. Special Library Association. Social Science Division. Planning, Building and Housing Section. *Directory Planning, Building & Housing Libraries U.S. & Canada*. First edition, 1969. 36 p.

2. Special Library Association. Social Science Division. *Directory of Special Interest Groups*. Preliminary ed. March 1971. Prepared by Dorothy E. Christiansen.

3. Council of Planning Librarians. "Membership List," 1972/73. Aug. 1973. 13 p.

4. Council of Planning Librarians. *Directory of Libraries*. Feb. 1969.

municipal reference libraries

Municipal Reference Library
Box 1293 City Hall
Albuquerque, New Mexico 87103

Municipal Reference Library
Auckland City Council
Private Bag
Auckland, New Zealand

Department of Legislative Reference
City Hall, Room 312
Baltimore, Maryland 21202

Joint Reference Library
1313 East 60th Street
Chicago, Illinois 60637

Municipal Reference Library
Room 1005, City Hall
Chicago, Illinois 60602

Cincinnati Municipal Reference Library
Room 224, City Hall
Cincinnati, Ohio 45202

Municipal Reference Library
City Hall Building
601 Lakeside Northeast
Cleveland, Ohio 44114

Dallas Public Library
Community Living Department

Municipal Reference Section
Dallas, Texas 75202

Municipal Reference Library
1004 City County Building
2 Woodward Avenue
Detroit, Michigan 48226

Municipal Reference Library
Room 403
Fort Worth Public Library
North & Throckmorton Streets
Fort Worth, Texas 76102

Municipal Reference Library
City and County Honolulu
Room 305, City Hall
Honolulu, Hawaii 96813

Jackson Municipal Library
301 North States Street
Jackson, Mississippi 39201

City Librarian/Public Library
Market Square
Johannesburg, South Africa

Municipal Reference Library
Room 1003
Los Angeles, California 90012

Municipal Library Service
Room 401, City-County Building
210 Monona Avenue
Madison, Wisconsin 53703

Municipal Reference Library
City Hall
200 East Wells Street
Milwaukee, Wisconsin 53202

Municipal Archives Reference Library
275 Notre Dame Street E
Montreal, Quebec, Canada 127

Municipal Reference and
Research Center Library
Room 2230, Municipal Building
New York, New York 10007

Free Library of Philadelphia
Public Documents Division
Philadelphia, Pennsylvania 19107

Social Science & Science Department
Portland Public Library
801 South West 10th Avenue
Portland, Oregon 97205

Montgomery County Municipal
Reference Library AN
999 South Perry Street
Rockville, Maryland 20850

Sacramento City Library
Business & Municipal Department
9th and I Streets
Sacramento, California 95814

Municipal Reference Library
410 City Hall
1206 Market Street
St. Louis, Missouri 63103

Council Investigation &
Research Center
706 City Hall
St. Paul, Minnesota 55104

Municipal Reference Library
P.O. Box 2842, City Hall
St. Petersburg, Florida 33731

Governmental Reference Library
602 County Administration Center
San Diego, California 62101

Research Librarian
City of Savannah
P.O. Box 1027
Savannah, Georgia

Municipal Reference Library
307 Municipal Building
Seattle, Washington 98104

City of Toledo Municipal Reference Library
Publicity & Efficiency Commission
550 North Erie Street
Toledo, Ohio 43624

Municipal Reference Library
City Hall Branch
Nathan Phillips Square
Toronto, Ontario, Canada 1

National League of Cities
And United States Conference of Mayors
1620 Eye Street, N.W.
Washington, D.C. 20006

depository libraries in illinois for the publications of major international organizations

	City	System	Library
I.	United Nations Publications		
	Chicago	Chicago LS	University of Chicago
	Evanston		Northwestern University
	Urbana	Lincoln Trail LS	University of Illinois
II.	UNESCO (United Nations Educational, Scientific and Cultural Organization) Publications		
	Chicago	Chicago LS	University of Chicago
III.	FAO (Food and Agriculture Organization) Publications		
	Carbondale	Shawnee LS	Southern Illinois University
	Chicago		Library of International Relations
IV.	European Communities Publications and European Documentation Centers		
	Champaign	Lincoln Trail LS	University of Illinois, College of Law, Foreign Law Library
	Chicago		Library of International Relations
		Chicago LS	University of Chicago Library
	Evanston		Northwestern University (English, French, & Spanish)
V.	GATT (General Agreement on Tarriffs and Trade) Publications		
	Chicago		Library of International Relations
		Chicago LS	University of Chicago
	Evanston		Northwestern University
	Urbana	Lincoln Trail LS	University of Illinois

federal depository libraries in the library systems in illinois

Bur Oak Library System

Lockport	Lewis College of Science and Technology Library (1952)
Kankakee	Olivet Nazarene College Memorial Library (1946)

Chicago Library System

Chicago	Chicago Public Library (1876)
	Chicago State University Library (1954)
	Field Museum of Natural History Library (1963)
	John Crerar Library (1900)
	Loyola University of Chicago, E.M. Cudahy Memorial Library (1966)
	Newberry Library (1890)
	Northeastern Illinois University Library (1961)
	University of Chicago Law Library (1964)
	University of Chicago Library (1897)
	University of Illinois, Chicago Circle Campus Library (1957)

Corn Belt Library System

Bloomington	Illinois Wesleyan University Libraries (1964)
Normal	Milner Library, Illinois State University (1877)

Cumberland Trail Library System

None

DuPage Library System

Wheaton	Wheaton College Library (1964)

Great River Library System

Jacksonville	MacMurray College, Henry Pfeiffer Library (1929)

Illinois Valley Library System

Peoria	Bradley University, Cullom Davis Library (1963)
	Peoria Public Library (1883)

Kaskaskia Library System

Lebanon	McKendree College, Holman Library (1968)

Lewis & Clark Library System

Edwardsville	Southern Illinois University, Lovejoy Library (1959)
Carlinville	Blackburn College, Lumpkin Library (1954)
Elsah	Principia College, Marshall Brooks Library (1957)

Lincoln Trail Library System

Champaign	University of Illinois Law Library, College of Law (1965)
Urbana	University of Illinois Library (1907)
Charleston	Eastern Illinois University, Booth Library (1962)

North Suburban Library System

Evanston	Northwestern University Library (1876)
Lake Forest	Lake Forest College, Donnelley Library (1962)
DeKalb	Northern Illinois University, Swen Franklin Parson Library (1960)

Northern Illinois Library System

Freeport	Freeport Public Library (1905)
Rockford	Rockford Public Library (unknown)
Woodstock	Woodstock Public Library (1963)

River Bend Library System

Moline	Black Hawk College, Learning Resources Center (1970)

Rolling Prairie Library System

Decatur	Decatur Public Library (1954)
Springfield	Illinois State Library (Regional; unknown)

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Shawnee Library System

Carbondale	Southern Illinois University, Morris Library (1932)
Carterville	Shawnee Library System (1971)

Starved Rock Library System

None

Suburban Library System

Lisle	Illinois Benedictine College, Theodore, R. Lownik Library (1911)
Oak Park	Oak Park Public Library (1963)
Palos Hills	Moraine Valley Community College Library (1972)
River Forest	Rosary College Library (1966)
Park Forest South	Governors State University Library (1974)

Western Illinois Library System

Macomb	Western Illinois University Library (1962)
Monmouth	Monmouth College Library (1860)
Galesburg	Galesburg Public Library (1896)

illinois depository libraries in the library systems in illinois

Bur Oak Library System

Lockport	Lewis University Library

Chicago Library System

Chicago	Chicago Public Library
	Chicago State University, Paul and Emily Douglas Library
	Center for Research Libraries
	Loyola University, E.M. Cudahy Memorial Library
	Northeastern Illinois University Library
	University of Illinois Library, Chicago Circle

Corn Belt Library System

Normal	Illinois State University, Milner Library

Cumberland Trail Library System

None

DuPage Library System

None

Great River Library System

None

Illinois Valley Library System

None

Kaskaskia Library System

None

Lewis and Clark Library System

Edwardsville	Southern Illinois University, Lovejoy Library

Lincoln Trail Library System

Champaign	University of Illinois, Law Library
Urbana	University of Illinois Library
Urbana	Institute of Government and Public Affairs, University of Illinois
Charleston	Eastern Illinois University, Booth Library

North Suburban Library System

Morton Grove	North Suburban Library System
Evanston	Northwestern University Library

Northern Illinois Library System

DeKalb	Northern Illinois University, Swen Franklin Parson Library
Rockford	Northern Illinois Library System

River Bend Library System

None

Rolling Prairie Library System

Springfield	Illinois State Library
Springfield	Sangamon State University

Shawnee Library System

Carbondale	Southern Illinois University, Morris Library

Starved Rock Library System

None

Suburban Library System

Hinsdale	Suburban Library System

Western Illinois Library System

Macomb	Western Illinois University Library

Trezza, Alphonse F.	*Director (on leave)*	782-2994
Gesterfield, Kathryn J.	*Acting Director*	782-2994
Beasley, James	*Associate Director for Library Development*	782-7848
Kirk, Sherwood	*Associate Director for Library Operations*	782-5524
Billington, Norman W.	*Legislative Liaison, Office of Secretary of State*	782-7948
Adams, Stanley	*Information Consultant*	782-5430
Bostian, Irma	*Editor, Illinois Libraries*	782-5870
Cook, Garnetta	*Head, Audiovisual Section*	782-6683
DeJohn, William	*Senior Consultant, Library Cooperation*	782-7848
Ensley, Robert	*Senior Consultant, Services to Institutions and Physically Handicapped*	782-7848
Fein, Pauline	*Head, Binding Section*	782-4887
Field, Mary Kate	*Government Reference Librarian*	782-5430
Groninger, Margaret L.	*General Reference Librarian*	782-7596
Halcli, Albert	*Assistant Director for Public Services*	782-5013
Harris, Walter	*Manager, Administrative Services*	782-7845
Henderson, Christine	*Senior General Reference Librarian*	782-7597
Herman, Margaret	*Head, Collection Development Branch*	782-7791
Horney, Joyce	*Head, Circulation and Special Services Branch*	782-5823
Hunn, Esther	*Head, Library Materials Processing Branch*	782-7612
Lamont, Bridget L.	*Consultant, Services to Children and Young Adults*	782-7848
Lyons, Janet	*Head, Government Documents Branch*	782-5185
Miele, Anthony	*Assistant Director for Technical Services*	782-5012
Morgan, Candace	*Head, Legislative and General Reference and Information Branch*	782-5430
Quint, Mary D.	*Senior Consultant, Library Manpower*	782-7848
Redmond, Mary	*Legislative Research Librarian*	782-5430
Rike, Galen	*Specialist, Research & Statistics*	782-7848
Rummel, Kathleen	*Public Information and Publications Officer*	782-7845
Schwartz, Arlene	*Head, Serials Section*	782-5506
Stimson, Andrew	*Senior Consultant for Public Library Services*	782-7848
Tyer, Travis	*Senior Consultant, Professional Development*	782-7848
Van Zanten, Frank	*Senior Consultant for Public Libraries and System Services*	782-7848
Vrooman, Hugh	*Manager, Systems Analysis & Management*	782-3553